DOCUMENT RESUME

ED 106 928 EA 007 119

TITLE	Channels for Changing Secondary Schools. A Report from the State Superintendent's Task Force on Secondary Education. Curriculum Administration Series. Publication No. 471.
INSTITUTION	North Carolina State Dept. of Public Instruction, Raleigh.
REPORT NO	SDPI-471
PUB DATE	Sep 74
NOTE	87p.; Photographs may reproduce poorly
EDRS PRICE	MF-$0.76 HC-$4.43 PLUS POSTAGE
DESCRIPTORS	Adolescents; *Change Strategies; Citizen Participation; *Curriculum Development; Educational Accountability; Educational Change; Educational Environment; Educational Facilities; Educational Finance; Educational Objectives; Finance Reform; *Governance; High School Curriculum; Humanization; *Secondary Education; Student Responsibility; Student Rights; Teacher Role

ABSTRACT

The North Carolina State Superintendent's Task Force on Secondary Education studied the status of North Carolina secondary education and made 65 recommendations. The recommendations are contained within the narrative that discusses the topics of specific progress toward relevancy, unmet educational needs, conditions for optimum learning supported by research, purposes of secondary education in historical perspective and current application, characteristics of adolescents in society emphasizing work experience and humanities, development of curriculum, changing role of the teacher and improvement of teacher-student relations, governance including student rights and citizen involvement, financing changes for reform, and improving facilities for flexible programs. Six education concepts are stressed: the school as an agent for social change, the need for community involvement and cooperation, humanizing the school, relevancy of courses, new programs through research and development, and needed improvements in finance. (Author/DW)

CHANNELS FOR CHANGING SECONDARY SCHOOLS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ED106928

A Report from the State Superintendent's Task Force on Secondary Education 1974

NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION / RALEIGH

A. CRAIG PHILLIPS
SUPERINTENDENT

State of North Carolina October, 1974

Superintendent of Public Instruction
Raleigh 27602

SECONDARY EDUCATION TASK FORCE REPORT

Statement by

Dr. Craig Phillips

A Task Force composed of students, teachers, administrators, and citizens has studied our secondary schools and made some recommendations for improving this level of our public school program. All of us are interested in improving our schools. This report should serve us well as we move forward together. It contains a compilation of information, ideas and suggestions growing out of a serious look at our present program and the literature.

This report is not a State directive for implementation. It is a first step in stimulating each community to assess its present situation and plan for system-wide improvement in secondary education. I urge you to use it and other resources in involving staff, students, and the public in a serious study of our secondary schools. Our State Department of Public Instruction staff will assist you as called upon in these efforts.

A resolution adopted by the State Board of Education concerning this Task Force Report follows:

> "The State Board of Education recognizes that the improvement of our secondary schools must be a high priority at the state and local levels, and pledges its leadership and support to this goal. We receive for study the Report of the Task Force on Secondary Education as a recommendation for improvement and new thrusts in education with commendation to those fine citizens who served on the Task Force, and we call on all citizens and members of the professions to join in this great challenge."
>
> Adopted by the State Board
> of Education
> October 3, 1974

jn

Foreword

Responding to the needs of our youth through the secondary schools is one of the greatest challenges facing our public school system and the citizens of North Carolina. Much progress has been made during the past twenty-five years through the consolidation of small high schools, the building of new facilities, and the expansion of occupational education and other programs. However, thousands of our youth still attend small schools with narrow program offerings. Counseling services and staffing of other programs are inadequate, even in our large high schools. The numbers of our youth dropping out of school before acquiring the skills and knowledge so essential to success in today's world continue to be too high.

It is time to make a major breakthrough in improving secondary education in North Carolina. In keeping with this belief, the State Board of Education funded a task force composed of outstanding citizens to study and make recommendations on secondary education. This group, representative of the education profession and the lay public, did its work well. I am pleased to share the report of this group with decision-makers and educational leadership across the State. This report can and should be a guide to local and state decision-makers as we move forward to improve our secondary schools. It can be very helpful to citizens and educators as they examine their individual schools. We urge local school administrators and local boards of education to involve teachers, students, and citizens in developing plans that will best meet the needs of secondary students in each community.

We commend and thank members of the Task Force for their work and for this fine contribution to public education.

A. Craig Phillips
State Superintendent of Public Instruction

September, 1974

Contents

	Page
Chapter 1	1
Nature of the Task Force on Secondary Education.....in which are described the formulation of the Task Force on Secondary Education; its comprehensive purpose; its specific objectives; its organization; its procedures; and a summary of the contents of this report.	
Chapter 2	6
Background.....in which the increased holding power of North Carolina high schools as well as the gradual enrichment of curricular offerings are discussed with emphasis on continuing needs in these areas.....Following these prototype examples, the larger problems of society as reflected in the high schools of the State, are examined.....In emphasizing the fact that the State is consciously searching for a more relevant sense of direction, a number of examples of positive action toward improving secondary education within the State are cited, with emphasis on continuing needs in these areas.	
Chapter 3	9
The Need to Understand the Nature of Change.....in which a historical perspective of change as it relates to educational reform is presented, along with a partial description of the current scene as it relates to change..... Certain characteristics of change are listed with brief comments in a section entitled, "The Anatomy of Change" .....In the final section, highlights of a North Carolina study concerning barriers to educational change are presented.....Two recommendations for a continuing study of change and barriers to change are suggested.	
Chapter 4	14
Conditions Under Which Learning Best Takes Place.....in which the necessity for understanding these conditions is emphasized and in which a number of characteristics relative to the learning process are listed.....One overall recommendation for continuing study of the learning process is made.	

Page

Chapter 5 19

Purposes Revisited.....in which purposes at the state and national levels are reviewed in terms of their historical development and in terms of their current application..... A sub-section on the need for preserving the high school as an institution is included, with emphasis on further implementation of relevant purposes.

Chapter 6 23

The Adolescent in Society.....in which the predominantly applicable characteristics of adolescents are briefly described, with a reminder that many of these traits are often contradictory.....Emphasis is placed on the value of work experiences and on the humanities as the society of the adolescents is reviewed.

Chapter 7 30

Curriculum Reappraisal.....in which the status of the curriculum is realistically reviewed.....Pertinent comments are made concerning inadequacies in the teaching of the fundamental processes; the over-emphasis on the lecture method of teaching; the negative aspects of current marking systems; and the need for re-examining content and process goals.....The next section, "Improving the Traditional Curriculum," offers a number of specific recommendations for reforming the curriculum.....Following this, emphasis--in separate sections--is on "Secondary School Programs for the Exceptional Student"; "Personnel Services to Students, Teachers, and Parents"; "Materials for Learning"; and "Collaborative Arrangements Between Schools and other Public Agencies for Youth".....The "Conclusion" stresses the necessity for developing curricula in terms of the needs of students who are maturing in the last quarter of the twentieth century and who will live a good portion of their lives in the twenty-first century.

Chapter 8 43

Youth and Adults Learning Together.....in which the changing role of the teacher is discussed.....in which teaching as an art is reviewed.....and in which evaluation of teaching as a profession is described.....Specific suggestions are made for improving the conditions under which youth and adults learn together.

Page

Chapter 9 51

Rights and Responsibilities of Students and Adults..... in which governance in the schools, accountability for program achievement, student rights, and the citizenry and decision-making are explored.....Recommendations in these areas are also included.

Chapter 10 56

Financing Secondary Education in North Carolina.....in which basic recommendations are made in the areas of finance relative to new approaches in allocation of funds; additional local initiative; functional flexibility; and equality in funding.....Overall emphasis in this chapter is on the necessity for change in financial policies and procedures if needed reforms are to be effected.

Chapter 11 62

Facilities for Adolescents.....in which emphasis is placed on the concept that plans for improving facilities should evolve in terms of plans for improving educational programs.....that plans for facilities should be coordinated with plans for the total development of the community.....that flexibility in planning should provide for maximum alternatives in the use of facilities.....that school and community leaders should provide for coordination in the utilization of all community resources on a year-round basis.....that positive steps be taken toward the equalization of school facilities in each community..... In addition, throughout this chapter emphasis is placed on the necessity for State Agency leadership in providing facilities in harmony with the needs of adolescents.

Chapter 12 66

Highlights of the Report.....in which six basic educational concepts are re-emphasized: the school, an agent for social change; the need for community involvement and cooperation; humanizing the school; relevancy of courses; and new programs in research and development; and needed improvements in finance.

Appendices

A. Membership of the Task Force on Secondary Education 70

B. Consultants for the Task Force on Secondary Education 72

Page

Appendices (Continued)

C. Log of Meetings and Their Chief Concerns 74

D. Minority Reactions 77

Bibliography 78

Chapter 1
Nature of the Task Force on Secondary Education

Formulation of the Task Force on Secondary Education

The Task Force on Secondary Education was appointed by the Superintendent of Public Instruction in early March, 1974, after approval of the State Board of Education and after allocation of funds from ESEA, Title V to support the work of the Task Force were assured.

In January, 1974, the State Agency, in a special position paper, Secondary Education Reform in North Carolina, indicated the need "to develop...a rationale for secondary education, the characteristics to support this rationale, and to make some very specific recommendations for implementing a new program to carry out the rationale characteristics."

This formalized statement by the State Agency should not be surprising, since one of the most significant characteristics of North Carolina is the fact that the State has a continuing record of striving to improve its total educational program--at the state level and through its 149 administrative units. Identification of educational limitations, more often than otherwise, has been the signal for renewed and determined efforts to overcome these limitations. Awareness of the urgent need for educational reform at the secondary level prompted the activation of the Superintendent's Task Force for Secondary Education. Among its other responsibilities, the Task Force examined the recommendations of the Governor's Study Commission of 1968 and attempted to evaluate these in terms of more recent factual information and in terms of more recent research findings.

Purpose

The purpose of the Superintendent's Task Force on Education is that of studying the status of secondary education in North Carolina and of making recommendations to the State Agency for improvement and new thrusts therein. The Task Force has attempted to provide the State Agency with a blueprint for future programming and planning, thereby enabling the Agency to base budget and program decisions on a sound basis. In effect, efforts of the Task Force, it is hoped, will enable the State Agency to carry out its responsibility of leadership more productively than ever before.

Objectives

In studying secondary education, the Task Force was requested to accomplish the following specific objectives:

- Develop a rationale for future planning and program development in secondary education

- Project the needs of older adolescents in contemporary society and relate these to secondary schools

- Make specific recommendations in areas of priority which might become program thrusts in the future

- Report its findings in writing to the State Superintendent

Organization

From its inception it was anticipated that the efforts of the Task Force would be effected through three well-planned phases:

Phase I - Phase I was envisioned as a preliminary, overall study of public education for older adolescents in North Carolina, with emphasis on its strengths and limitations. The Task Force was commissioned to develop a rationale supportive of desirable modifications in secondary education, to describe a program which would be in harmony with this rationale, and to suggest specific recommendations for implementing changes which seem needed.

Phase II - The purpose of the second phase of this proposal shall be the implementation of the program recommended by the Task Force in a given number of schools--perhaps six to eight--under carefully controlled conditions, involving trained personnel. Leadership teams in each model school will be expected to produce realistic plans and procedures for the implementation of the Task Force program in each pilot school. Such plans and procedures, it is anticipated, will be sufficiently comprehensive, imaginative,--and locally adaptive--as to embrace philosophical commitments, organization, scheduling, program of learning opportunities, supportive services within the school and the community, and evaluation, both self-evaluation and external evaluation. It is intended that through careful training sessions local leadership teams for the reform of secondary education will be prepared to execute model programs for demonstration and consulting purposes by January 1, 1975.

Phase III - In the third phase of this project emphasis will be on the implementation of goals and plans initiated by the original leadership teams, as well as emphasis on the evaluation of these goals and plans--all of this in anticipation of helping to train other similar groups for programs of implementation in another group of schools. Such local-state leadership efforts shall be continued until all secondary schools in North Carolina have been included.

Procedures

The Task Force was given wide operational latitude and was urged to utilize every practical approach which seemed feasible in accomplishing its major purpose and its specific objectives. The Task

Force was advised:

- To become familiar with the evolution and status of secondary education in North Carolina and the nation as a background against which specific recommendations might be made
- To utilize educators, laymen, students, and other consultants in an effort to secure their viewpoints on various aspects of secondary education
- To visit model schools in operation
- To utilize the personnel and facilities of the State Agency, as well as those of local administrative units
- To prepare a report of findings and recommendations for the the State Superintendent of Public Instruction

Summary of Remaining Chapters

The next chapter, (II) "Background," includes a discussion of specific progress in secondary schools in North Carolina as the State has sought to discover a more relevant sense of direction. Some of the State's unmet needs are also examined, though many of these are described in more detail in connection with the several recommendations.....Chapter III, in dealing with the need for understanding the nature of change, also lists outstanding barriers to educational change as revealed through a cooperatively executed investigation conducted in North Carolina.

Conditions under which learning best takes place are described briefly in Chapter IV. Each of the conclusions mentioned is supported by valid research, observations, or experiences.....Following this (Chapter V), purposes of secondary education at the national and state level are reviewed in terms of their historical development and in terms of their current application.....In Chapter VI, "The Adolescent in Society," characteristics predominantly applicable to adolescents are discussed, with a reminder, however, that many of these traits are often contradictory.....Particular attention is given to the value of work experiences and the humanities as the society of the adolescent is reviewed.

Chapter VII concerns an appraisal of the secondary school curriculum, with emphasis on its current status; desirable content and process goals; and specific suggestions for improving the overall curriculum.....In the next chapter (VIII), "Youth and Adults Learning Together," specific attention is on the changing role of the teacher; teaching as an art; evaluation of teaching as a profession; along with definite suggestions for improving conditions under which youth and adults learn together.

In Chapter IX two major issues are explored: governance in the

schools and accountability for program achievements.....Major stress is also given to the necessity for each school's having a students' bill of rights suitable for each school.....Finally, this section deals with the citizenry and educational decision-making.....In the next chapter (X), relative to financing secondary education in terms of reforms previously mentioned, recommendations are made for new approaches to allocation of funds, additional local initiative, functional flexibility, and equality of funding.....Emphasis throughout this chapter is on the necessity for changes in financial policies and procedures if recommendations for reform in secondary education are to be effected.

Chapter XI concerns "Facilities for Adolescents," ....It's emphasis is primarily on the concept that plans for improving facilities should evolve in terms of plans for improving total educational programs; ....that flexibility in planning should provide for maximum alternatives in the use of facilities; ....and that school and community leaders should provide for coordination in the utilization of all community resources on a year-round basis.

In "Highlights of the Report," (Chapter XII) six educational concepts which are frequently stressed throughout this Report are emphasized: ....the school, an agent for social change; the need for community involvement and cooperation; humanizing the school; relevancy of courses; new programs through research and development; and needed improvements in finance.

The Report concludes with three appendices, a bibliography, and a section on minority reactions.

An Important Reminder

This Report does not cover all aspects of secondary education; nevertheless, it is hoped that it is sufficiently provocative to invite dialogue and debate as significant educational changes are anticipated throughout North Carolina. As the State continues its efforts to improve education for all of its young citizens, the Task Force is convinced that through continuing study groups, desirable educational changes can be effected in an orderly and cooperative manner.

Chapter 2
Background

Examples of Progress and Unmet Needs: Holding Power and Curriculum

Much progress, particularly in recent years, has been made in extending the opportunities provided youth in the secondary schools of North Carolina. Through consolidation of schools, the majority of North Carolina's youth in 1974 attend schools of sufficient size to offer a much broader program than was true a generation ago. Through consolidation, the number of public high schools has decreased from 920 in 1955 to 376 in 1973-74. During the same period, the enrollment in grades 9-12 has increased from 222,873 to 358,984. This suggests, among other things, that the holding power of the high school has improved considerably.

The program of studies for secondary schools also has expanded, particularly in the offerings in occupational areas and in areas of special interest. Nevertheless, the content and learning experiences offered students has not kept pace with the times. The techniques through which teaching and learning occur have changed very little; and all too many learning experiences of high school youth are still offered as formalized courses, traditionally taught, with emphasis on traditional textbooks as the major source of information.

Though the holding power of the school has improved, thousands of North Carolina youth--from all intellectual levels and from all socio-economic backgrounds--continue to drop out of school before completing any planned course of study. In the nation as a whole, the number approximates one million per year. Add to these the psychological drop-outs--those who remain in school but find its programs too stereotyped, stultifying, and largely meaningless--and the number is even more embarrassing. Moreover, many students complete the secondary program without proper preparation for the next period of life. Programs of studies in too many schools continue to be heavily oriented toward college entrance; and the focus of instruction, by necessity, tends to be for students in the range of average ability. As a result, large numbers of students finish high school with the benefits and/or handicaps of a general curriculum, unprepared for college or for the world of work.

High Schools and the Larger Problems of Society

Even though the larger problems of society are reflected in our high schools, usually they do not originate at this level. In spite of excellent efforts in many elementary schools of the State, the long absence of early childhood education, the almost complete absence of elementary guidance services, the limited use of teacher aides, the rigidity in grade placement, and classes which too long have been too large have resulted in less than adequate competency in the communicative and computative skills for many students.

Secondary education is warped by the tensions between a rapidly changing society and a slowly changing school. The secondary school of

today is striving to meet the complex demands of a society in the throes of social change, at a time when the school system is literally overrun with a mix of young people from incompatible social backgrounds. As a result, the pressures of these forces exhaust the strength of the high school in its present limited form and demand realistic changes in the high school as an organized institution.

Searching for a More Relevant Sense of Direction: Partial Progress and Apparent Needs

Notwithstanding this realistic appraisal, much of which is negative, the State is providing more effective education for its children and youth than ever before in areas other than holding power and expanded curricula. Even so, in each of the areas of progress listed below it is widely recognized that there is opportunity and, even urgency in some instances, for further emphasis.

- Increasingly, the lay public is more concerned for excellence in education than at any previous time and is keeping itself better informed than heretofore. At the same time there is too much apathy.

- Administrative leadership in the schools continues to improve, primarily because of better preparation in such areas as human relations, curriculum development, school law, staff development, and financial management. In addition, school leaders, more and more, understand the necessity for cooperative planning, effective decision-making, and appropriately-timed innovations.

- Teachers in North Carolina are increasingly better prepared in subject-matter areas, in their understanding of children and youth, and in their appreciation of those conditions under which learning best takes place.

- Intensified efforts to reach individual students have multiplied considerably in recent years, with emphasis on curricular changes, with increasing attention to the cultural arts; more electives; mini courses; special programs for the disadvantaged, for slow learners, for the handicapped, for the talented, for migrant children, and for others with special interests.

- In recent years organized emphasis has been placed on helping individuals reach their potentialities, especially through such efforts as the Governor's School, the Leadership School, and special programs in reading.

- Strategies for realizing the goals inherent in helping individuals attain self-fulfillment include: cooperative planning and decision-making; increased student involvement; desirable flexibility in organization, and in the use of time; team teaching, differentiated staffing, and individualized instruction; utilization of the open classroom concept, teacher aides, volunteer assistants, programmed materials, educational television, and community resources; youth teaching youth;

decentralization of instructional materials and resources; and self-evaluation as an approach to teaching and learning.

- Recognition of the vital importance of the concept of accountability has made significant impact in a genuine type of shared responsibility for responsive educational programs in a number of communities.

- Continuing efforts to improve the services of the State Agency have resulted in specific emphases in human relations, staff development, early childhood education, reading, personnel relations, planning, research and development, publications, sports medicine, certification, and regional centers.

- Through the State Assessment Program, research findings are making it possible to plan for improved educational programs on a scientific basis.

- Widespread efforts are underway at the state and local level to understand the nature of change and how best to bring it about when seemingly desirable.

- Agencies and organizations other than the school are increasingly cooperating with the school in developing more effective educational programs.

These evidences of progress in the secondary schools of North Carolina are encouraging; and, those who have been responsible for their introduction are to be congratulated. In each instance, however, additional efforts are needed to refine and make more productive the strategies now underway. Equally important, positive strategies listed, along with others, should be introduced into a far wider scope of schools and communities. For example, though public interest in schools has increased in recent years, this interest needs to be strengthened and expanded. Parents and other responsible citizens in many more communities should have a voice in determining education philosophy and ways of implementing it. Increasingly, opportunities should be available for the public to know what the schools are doing, and, as often as feasible, to share in planning and decision-making. In such an atmosphere, school-community relations become positive and misunderstandings are minimized.

Chapter 3
The Need To Understand the Nature of Change

Historical Perspective of Change

Historically, and for many understandable reasons, educators and educational organizations and institutions have been somewhat slow to adopt new patterns of operation, whether in the area of administration, supervision, curriculum development, teaching techniques, or evaluation. For many years, stereotyped preparation programs, in too many instances, have resulted in stereotyped and often very dull teaching.

For too long, limited goals in education, plus a philosophy of treating everyone alike, have discouraged emphasis on personally meaningful learning. For generations, concepts of how learning best takes place, what is worth knowing, and how to measure what has been learned have been equated with absolutes: right vs. wrong; useful vs. impractical. An overpowering aspect of this philosophy has been the concept of authoritarianism which has permeated much of what educators and educational institutions have done or have attempted to do. Then there has always been the cry of insufficient funds, public apathy, and the need for clinging to that which pleased others. Alexander Pope"s admonition: "Be not the first by whom the new is tried nor yet the last to lay the old aside," in fact and in deed has been the lodestar by which too many educational leaders have steered their courses.

The Current Scene

"Change," according to Alvin Toffler," is the process by which the future invades our lives." For some, it is the premature arrival of the future; for some it is a disease; for certain it is the death of permanence and the enthronement of transcience. In the areas of science and related areas, change is often equated with the obsolescence of data, when yesterday's truths become today's fiction. Among other things, the incessant demand for change in many quarters suggests that knowledge is more and more disposable.

Socially, too, this is an era of change that is as vast, as sweeping, and as dramatic as that of the Renaissance. Values on every hand are being challenged; the home, the church, the state are no longer sacrosanct; tradition is often pooh-poohed; the conflict of generations is accentuated; and a ferment, disturbing to some and welcomed by others, is beginning to alter the face of education.

Reform, experimentation, and innovation in modern times date from Sputnik in 1957; yet their influence has yet to reach a majority of the public schools, according to national statistics. Their objectives, unassailable for the most part, are worthy of fresh consideration in North Carolina at this time. The basic objectives of educational change are intellectual excellence, individualization in terms of each student's learning needs, and emotional satisfaction based on the fact that learning experiences can have personal significance.

There is a conservative point of view and a liberal point of view toward change, and each of these points of view has as many variations on the educational scene as on the political scene. Some worship change for its own sake; others fight it; some try to structure it; others let it structure them; some find change an opportunity for greater growth; and others find it a challenge to their personal integrity. The same variation in viewpoint is evident in planned change which is usually called innovation.

The Anatomy of Change

The conclusions concerning planned change which follow, many of them supported by valid research, suggests something of the nature of change. Those who would reform secondary education in North Carolina might profit from consideration of these statements.

- Change of itself is neither good nor evil; nor is it necessarily new in the sense that it has not been tried before.

- Change may originate at any level in the hierarchy and may affect all or any part of an organization.

- Invariably, there are pressures both within and without the educational system that encourage or discourage change; these pressures operate at different intensities at different times.

- Change should be based on valid, understandable reasons; and should be in harmony with the developing educational philosophy espoused by the community and the school. The "content" of change should be compared with previous "content" as one basis for determining its feasibility.

- Educational change must take into account what is known about how individuals learn, resources available, the ability of personnel to become committed to change, and whether the change can be evaluated.

- Educational change should not promise more than can be delivered.

- Consideration should be given to the psychological effects which are likely to accompany change, not only on those involved in the change but also to others in the organization. Not everyone is emotionally equipped to engage in change. Some individuals cannot tolerate attack on sacred cows; some cannot tolerate the interchange that precedes and accompanies change; they cannot bear to see their established methods and and themselves under attack; they cannot distinguish between objective and personal evaluation; they do not know how to plan or how to reason together. Morale of personnel involved in change should be appraised constantly, since the evidence is conclusive that the higher the morale the higher the production.

- Student morale should also be appraised constantly. Unless students are involved in change, it is likely not to be effective in altering their thoughts, their actions, and their feelings.

- When possible, pre-test and post-test data should be compared in terms of comprehension, rate of learning, and the like.

- Evaluation of change should include outsiders in an effort to guard against subjectivity. Part of the evaluation should be concerned with the degree to which change is accepted by the enlightened public.

- Determination when to keep and when to discard a change should be made on multi-faceted data. All changes cannot possibly achieve their predetermined objectives. There are often benefits to change even when productivity is less than anticipated.

In the sensitive area of educational change--change that has force and direction--those with responsibilities for leadership must forever try to determine when change is justifiable and to what degree change is synonymous with improvement. Edmond Burke admonished years ago that "we preserve by changing"; and today there are constant reminders in all aspects of society, especially in the area of education, that change is the only basis for stability, that meaningful change is seldom a matter of chance, and that change must constantly be encouraged.

In helping to develop a climate for change, educators are challenged to keep up-to-date in a number of areas: the rapidly changing society of which all of us are a part; the changing needs of students; the manner in which learning best takes place; what research has to say about motivation and methodology; grouping, what's worth knowing, and evaluation; optional approaches to self-fulfillment; and trends and promising practices.

Change which emanates from an atmosphere charged with knowledge and enthusiasm has tremendous possibilities for being productive.

Barriers to Educational Change

Implications in the remarks concerning "The Anatomy of Change" suggest that educational change is seldom easy. To be productive, it cannot be imposed; instead, it must evolve. Moreover, it should involve the cooperative efforts of lay citizens, educators, and students; and, no matter how difficult the efforts to effect change which seems desirable, it should never be assumed that change will invariably result in anticipated outcomes.

Recently, a cooperative study was undertaken in North Carolina by the State Agency and the North Carolina Association of Educators, in cooperation with the Southern States Workshop, relative to barriers to educational change. A total of 1,232 participants in the study, representing thirteen categories of respondents, shared their opinions relative to barriers to educational change through an opinionnaire consisting of 172 checklist items.

Barriers to change most frequently mentioned among the 1,232 respondents, with percentages in parentheses, follow:

- unawareness of current strengths and limitations of the public schools (94.4)
- ineffective communication between the general public and the school organization (94.1)
- unawareness of promising ideas and trends in public school education (93.2)
- need for additional financial support at local, state, and national levels (88.8)
- unawareness of the nature of change itself (88.2)
- unwillingness to become involved in initiating change (88.2)
- general apathy concerning educational progress (86.9)
- inadequate time for planning (86.7)
- misunderstanding and lack of trust among various socio-economic groups (85.6)
- ineffective relations between parents and children (85.3)
- inadequate long-range planning in public education (85.2)
- uncertainty and lateness in allocation of funds, especially at the federal level (85.0)
- ineffective relations between and among ethnic groups: blacks, whites, Indians, and others (84.9)
- resistance to new ideas and trends (84.7)
- lack of effective understanding between teachers and parents (84.1)
- ineffective relations between school personnel and lay personnel (84.0)

As reforms are planned for secondary education in North Carolina, these consolidated opinions may serve as partial guidelines for effecting desirable changes.

Recommendation 1. The Task Force recommends that staff members and the public become acquainted with the nature of change as well as barriers to educational change through special study groups, appropriate readings, outside consultants, and well-planned visitations.

Recommendation 2. The Task Force recommends that secondary schools annually and cooperatively appraise their progress, describe and publicize their accomplishments in the area of reform, and plan next steps for continuing improvement.

Chapter 4
Conditions Under Which Learning Best Takes Place

Understanding the conditions under which learning best takes place is important for all those concerned with the teaching-learning process, especially since such an understanding is necessary for intelligent planning in the area of secondary school reform. The following observations, supported by the findings of research, are worth reviewing as concentrated efforts in North Carolina are undertaken for improving high school education:

- Learning is an individual process and increasingly high schools must operate on this principle if learning is to be personally meaningful. This concept in no way negates the values accruing from appropriate group work.

- Individuals learn at their own pace, and this pace varies in terms of many factors: preparation for new experiences, interest, immediacy of need, societal mores, pressures, intelligent use of rewards, grouping, interpersonal relations, and teaching techniques, among others.

- Students learn when they themselves want to learn: hence, the importance of self-motivation.

- Motivation for learning is often achieved through interaction among students and through teacher-student determination of individual and group standards.

- Creative individual involvement and personal commitment are necessary for learning to be most effective.

- Purposes must be clear to students in terms of their own personal progress if learning is to be meaningful.

- Student participation in planning and in evaluation constitute superior learning experiences; more and more, self-evaluation is being stressed as one of the most valuable of all learning experiences. Teacher guidance in self-evaluation and in group evaluation--with emphasis on evaluation as a significant aspect of the total learning experience--can cause students to assume increasing responsibility for their own progress and thereby lessen some of the all-too-frequent stereotyped approaches to teaching.

- The manner in which teaching is done is just as important, and often more so, than what is taught. When process is recognized as part of content, teachers and students are likely to feel a sense of unity and purpose in that which is experienced.

- Attitudes can also be taught, contrary to earlier beliefs.

- What students think of themselves and what they perceive others to think and feel about them has more to do with their capacity to learn, to adjust, and to realize the goal of self-actualization, than any other single factor; hence, the necessity for accepting the importance of the concept of "self-image."

- Students--average and above--do their best work when left alone 40 to 50 percent of the time, not without teacher direction, however. Opportunities for purposeful individual effort enhance the likelihood of effective learning.

- To be permanent, learning must have the willing enthusiasm and cooperation of the learner. Whatever one learns intellectually is inseparably accompanied by an emotional dimension--whether that of pleasure, boredom, or pain. Since what students feel is a major aspect of their overall development, productive self-fulfillment is more likely to occur when students can associate their learning with pleasure.

- All students learn when they are taught: teaching and learning, it should be noted, are not necessarily synonymous.

- Assignments on the curve are much more sensible and effective than grading on the curve.

- Flexibility in individual student schedules and in use of time are conducive to learning for a large number of students.

- "There is nothing so unequal as the equal treatment of unequals." Acceptance of this concept demands variety, flexibility, and experimentation in programs designed to meet individual needs.

- Students learn best when there is a warm, friendly, non-threatening atmosphere pervading the learning process.

- Learning best takes place when students have a voice in determining purposes, how these purposes shall be achieved, and, in turn, to what degree these purposes have been well achieved.

- Students learn best when there is a total atmosphere conducive to learning: well-informed teachers; teachers who understand and respect students--their likenesses and differences, their capabilities and limitations, their basic drives and needs, the pressures under which they operate, their efforts to identify even as they sometimes rebel and become disenchanted; freedom to ask questions, explore, disagree, and make mistakes; and freedom to express ideas and to show feelings. The presence of such rapport tends to increase the student's sense of responsibility and the teacher's desire to lead in subtle but genuine ways.

- Teacher assistance and approval in getting projects or tasks underway often generates enthusiasm for completing tasks, especially among those who need help most.

- Encouraging students to work independently on tasks that are individually meaningful--whether in the nature of homework, classroom activities, or community activities--tends to personalize and dignify the total learning experience. Widespread interest in this bold, new venture, called independent study, parallels the best that is known relative to motivation; to the learning process itself; to the value of probing in depth; and to the importance of freedom, flexibility, and creativity.

- Equally important are the values inherent in small group work and in committee work, activities which frequently challenge students to stretch their minds, cooperate and share to the utmost, explore widely, and investigate in depth. Such activities alter the conventional responsibilities of teachers and increase the likelihood of more significant learning among students through personal involvement and acceptance of responsibility.

- Variety in teaching techniques provides a genuine boost to individual motivation and the effectiveness of learning experiences.

- Encouraging the utilization of all college and community resources, personnel and otherwise, also provides opportunities for students to assume more and more responsibility for their own learning.

- Sharing the findings, conclusions, and finished products of individual and small group efforts, with creative opportunities for discussion and criticism, is a productive manner through which student responsibility for their own progress may be encouraged. This type of experience, effectively done, can readily prove to students how much they learn from each other.

- Using students as teachers frequently provides genuine motivation for all concerned. This practice, wisely used, is being regarded with more and more prestige in view of its productivity.

- The availability of instructional aids of such variety, quality, quantity, and of such interest and ability levels that all students may profit from them, is one sure way to encourage students to pursue, on their own, individually worthwhile projects.

- Encouragement, when genuine and when appropriately timed, helps many students to attain at their highest individual capacity. The knowledge of frequent and regular experiences of success is a tremendous stimulant for almost all students; on occasions many students would be unaware of success or progress without confirmation by the teacher. The learner should not be given tasks in which he is repeatedly expected to perform beyond his present capabilities nor should he make unreasonable demands upon himself.

- Emphasis on individualized instruction, an approach for organizing learning experiences around the individual needs of students, whether working alone or in groups, frequently provides personal motivation for excellence. Individualized instruction provides: maximum opportunity for each student to work on tasks appropriate to his current interests, skills, appreciations, and ambitions; maximum opportunity to work in those ways and through those media which are most productive for him; and appropriate teacher assistance to each student in terms of his interests, his attitudes, his competencies, and his limitations.

- Fundamental to many of the above ideas is the necessity for "humanizing" the teaching-learning process. Respect for the total student--his mind, his body, his emotions; a "prizing" of what each student is and what he may become; acceptance; caring;--these attitudes are tremendously important for effective motivation. When students sense that they are significant individuals in the eyes of their teachers, they are likely to be highly motivated to learn.

- Students learn more when they themselves accept increasing responsibility for the learning process; and, finally, students learn more when teachers assume active roles in helping, guiding, coordinating, counseling, encouraging, expediting, and consulting.

These conditions under which learning best takes place should be recognized by all those responsible for the learning experiences of youth. Though other findings will undoubtedly result from later studies in this broad area, those listed are supported by research, observation, and experience. To ignore them is to lessen the likelihood of productive learning.

Recommendation 3. The Task Force recommends that a continuing, systematic, and inviting program be initiated at the local level to assist staff members and members of the public in furthering their knowledge about how learning best takes place; and that strategies to implement this goal include the use of local leadership, outside consultants, audio-visual aids, interviews with students, and intra- and inter-school visitation, among others.

Chapter 5
Purposes Revisited

The purpose of educational goals is to indicate the direction in which the schools should be moving. Basically, goals, objectives, aims, and purposes are statements of preference, of choices, and of values.

Purposes and Their Evolution

It must be remembered that purposes evolve; they are not discovered. Moreover, they evolve in forms of social and economic philosophy, and in terms of ethical values. A society, for example, which exalts force and violence will have one set of educational goals; whereas, a society which values reason, tranquility, and the paths of peace will have another and a very different set of aims. Educational goals constitute a form of policy--a program of action based on accepted values. And, since values change, educational purposes, of necessity, must change. Though certain basic goals seem to be permanent or ongoing, new emphases continue to find their place in statements of aims, goals, philosophy, and purposes.

A Partial History of Educational Goals

Educational goals have been formalized for many years. As early as 1860 Spencer classified human activities as a basis for classifying educational goals, and identified five major classes of human conduct. Since Spencer's day, scores of similar analyses have been made and published. The most significant and widely known of these was the 1918 NEA Report of the Commission on Reorganization of Secondary Education, in which appear the Seven Cardinal Principles of Education: health, command of the fundamental processes, worthy home membership, vocation, citizenship, worthy use of leisure, and ethical character.

As late as 1966, nearly fifty years after the Seven Cardinal Principles were set forth, the Research Division of the National Education Association polled a sample of the teaching profession on the appropriateness of the Seven Cardinal Principles as current goals. More than 85 percent of the teachers polled stated that these principles were still appropriate. Indeed, they are repeated or implied in practically all other formal statements of educational aims--those enunciated by the Progressive Education Association in 1919; those pronounced by Bobbitt, Chapman, and Counts in 1924; those agreed upon by the NEA and the American Association of School Administrators in 1938; those entitled "Imperative Needs of Youth" as set forth by the National Association of Secondary School Principals in 1947; and, in more recent years, "What Our Schools Should Accomplish," a statement of purposes prepared by the State Agency with the assistance of hundreds of representative citizens.

The Kettering Report of 1973 entitled, The Reform of Secondary Education, separates goals into content and process areas. These include each of the Seven Cardinal Principles, along with several additional ones.

Broad Purposes as Stated by the State Agency

Changing needs result in changing expectations and changing purposes. These, in turn, demand changing commitments. For this reason it is necessary that educational goals be constantly reappraised and revised if education is to remain a dynamic force. In its recent booklet, Curriculum: Perspectives, Relationships, and Trends, the State Agency has defined its broad purposes of public education as follows:

- To provide opportunity for each individual to learn to think and act intelligently in achieving maximum self-fulfillment and in preserving and contributing to the well-being of his community, state, and nation.

- To transmit the heritage of values, institutions, and traditions the society desires to perpetuate.

- To impart the accumulated and categorized knowledge adjudged to be essential and desirable.

Need for Further Implementation

Though the Task Force is in agreement with these purposes, its members believe that they are not being broadly implemented in schools throughout the State. Moreover, the Task Force believes that they need to be expanded or spelled out in further detail in view of rapidly expanding needs and activities in a technology-oriented world, whose social, economic, and political institutions are constantly being modified on a year-to-year basis rather than the basis of generation-to-generation.

Secondary schools, for far too many students, are not meeting the challenge of providing appropriate opportunities for students as individuals. Instead, they tend to provide programs for students who can meet a single set of standards, for students who can conform to imposed rules and regulations, and for students who have developed a passivity which enables them to learn what adults prescribe for them--not necessarily what students desire to learn and feel a need for learning. In spite of commendable exceptions to this sweeping generalization, the overall situation throughout North Carolina needs further in-depth study and fresh initiative especially at each local level, in order to modify existing deficiencies.

Intelligent action implies activity, the solution of problems through the use of the powers of critical thinking. Since a large proportion of high school students, according to observations, are seldom given opportunities to solve problems, except hypothetically, it would be inaccurate to suggest that the schools are emphasizing intelligent action on a broad basis. It is estimated that the secondary schools of North Carolina automatically exclude more than 30 percent of those they claim to serve. Actual dropouts, psychological dropouts, and those "unaccounted for" constitute an embarassing and alarming number. The reasons are numerous: lack of diversity to meet student needs, irrelevant programs, boredom with the curriculum, ineffective methodology, repetitious offerings, and the lack of opportunity to work while going to school, among others. In addition, exceptional students of high school age are practically excluded altogether, since there are so few secondary programs for this group of students.

The Need for Keeping the High School

It is the belief of members of the Task Force that if secondary schools are to continue to receive the support of the public, and if they are to continue to attract a significant number of eligible young people, their programs must become attractive enough to compete with other opportunities of meaningful life experiences which are becoming increasingly available to youth.

There is no doubt that many high schools conscientiously are attempting to meet the challenge of a diverse school population, yet the problem mentioned above is so serious that a number of people have questioned the feasibility of perpetuating the secondary school as an institution. The issue, it seems, is not whether high schools are useful, but what role they should assume. It is recognized that the primary environment of the student is the home, and that the schools cannot make up for all the deficiencies of the home.

Three Areas for Emphasis in North Carolina

The Task Force has suggested three major areas in which the present high school curriculum should become more effective:

1. assisting all students in acquiring competency in the language arts and in the computative skills

2. assisting in the preparation of those who plan to enter the world of work upon graduation

3. assisting in the preparation of students for continuing education

Criticisms from the business community, from colleges and universities, and from parents will decrease, it is felt, in proportion to vigorous efforts to achieve these three goals.

Recommendation 4. The Task Force recommends that the State Agency undertake a state-wide study to determine the impact of the present secondary program on students who need remedial instruction in fundamental language and mathematical skills, students who are planning to enter the job market, and students who are planning to continue their education.

The Task Force is concerned that the custodial concept of the secondary school seems to play so large a role at many levels of educational responsibility. This concept does a serious injustice to the historic purpose of secondary education; moreover, it is demeaning to the maturity and character of adolescents.

Recommendation 5. The Task Force recommends that the secondary school curriculum be so organized and administered that the concept of custodial care has no opportunity to thrive in any school.

Problems Relative to Compulsory Attendance

Though the Task Force could not agree with the Kettering Report's suggestion that the compulsory attendance age be reduced to fourteen, it affirmed its

conviction that too many students are kept in school when in reality, the school is offering them little of value. Such students are usually bored and disenchanted with the learning program; they pose a significant attendance problem; almost invariably they become disciplinary problems; and they develop unwholesome attitudes toward teachers, toward the school as an institution, and toward their responsibilities for productive living.

Members of the Task Force are convinced that secondary schools have the potential, as well as a public mandate, to offer learning experiences of personal value to every student, at least until the age of sixteen. Since the impact of reducing the compulsory attendance age is an unknown quantity, the Task Force believes that certain well-planned experimentation with the concept of attendance be undertaken.

Recommendation 6. The Task Force recommends that appropriate statutory and regulatory sanctions be lifted to allow a limited number of local school districts to experiment with two-to-three-year trial programs in limiting the compulsory school age to fourteen; and that each project be carefully evaluated by the local district, in cooperation with the State Agency, in terms of significant curriculum revisions, meaningful learning experiences, holding power, and retention of teachers.

Conclusion

Though there are other organizations and agencies within the community which have partial responsibility for the education of adolescents, the Task Force believes that a revitalized secondary school should be the institution through which the learning experiences of youth are coordinated. Changing needs demand changing purposes; and the implementation of these demand constant re-appraisal of approaches to learning and to evaluation.

Purposes for secondary education which likely need to be incorporated into all efforts for improving high schools, if indeed they are not already present, include such concepts as the following:

- Education is for all youth--whatever their abilities, their achievements, their interests, and their aspirations. Moreover, all educational experiences should have personal meaning.

- The school should emphasize responsible citizenship, human values, mental and physical health, attitudes, and leadership capabilities.

- The school should emphasize individually appropriate subject matter in breadth and in depth, with particular and universal emphasis on the communication skills, on the computative skills, on the humanities, and on occupational skills.

- Programs should be varied; schedules, flexible; and auxiliary and diversified activities, an integral part of the total program.

- The schools should assist students in learning how to plan, how to make decisions, how to work independently as well as in cooperation with others, and how to evaluate their own efforts.

Chapter 6
The Adolescent in Society

Introduction

Increasingly the generation gap is being interpreted as the sum total of the tremendous differences which exist between a society which is highly organized, stereotyped, and adult oriented and a youth culture characterized by idealism, a desire to be accepted, and a sense of urgency for change.

Adolescence, while being a period during which dramatic biological changes take place, is, as much as anything else, a creation of the economic, social, political, and educational institutions which society has established. These institutions have tended to set adolescents apart and to lessen opportunities for free and meaningful interaction between youth and adults.

Characteristics of Adolescents

Though the qualities which characterize youth are frequently contradictory, there is evidence that those listed below are predominantly applicable:

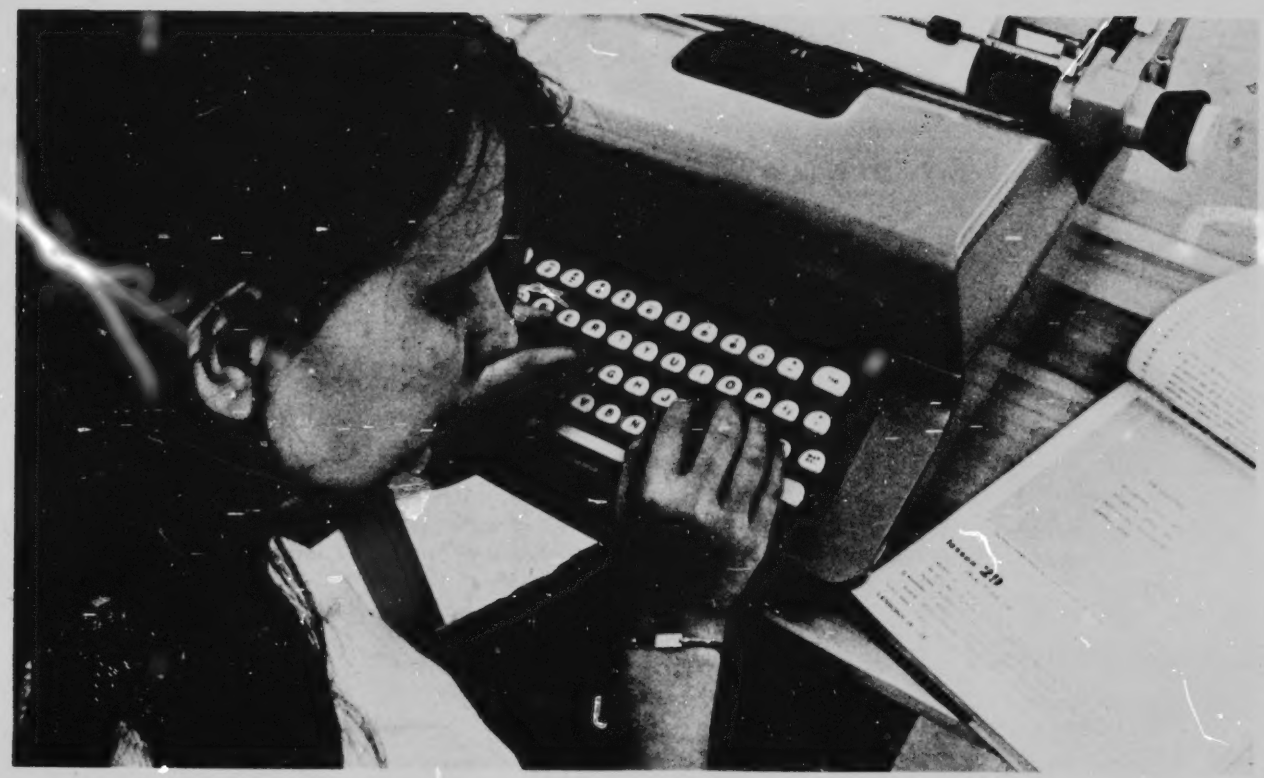
- Significant biological changes in adolescents are the basis of genuine concern, frequent experimentation, and--sometimes--embarrassment. Increasingly, youth are aware of their own sexuality.

- These changes are accompanied by earlier maturation than in previous generations, not only sexually but in other aspects of the adolescent's personality. At times, earlier maturation in one area may be accompained by slower maturation in other areas, thereby creating inner conflicts and frustrations.

- Rapid growth and change in adolescents have numerous indirect influences upon personalities and capacities. This growth, obviously, furnishes the physical basis for emotional, social, and economic maturity.

- The body, the mind, the emotions, and the total personality are so interdependent that any consideration of one apart from the others is dangerous. For example, one does not experience an emotion in any single part of the body but throughout one's entire being.

- Adolescence, particularly the earlier years, is characterized by attachment to one's peers. This satisfies a demand for security and is relatively strong throughout the period.



As a result, parents and other authoritative figures often have less impact on adolescent decision-making than do their peers.

- Adolescents, in their search for identification, are in a constant stage of organization, disorganization, and reorganization. Such ambivalence often becomes the basis of anxiety; on the other hand, for many adolescents the struggle results in well-integrated personalities.

- Adolescence is the period in which youth move from association with the concrete to comfortable dealings with the abstract.

- Excluded from a participatory role in the central institutions of society, adolescents often feel isolated and unwanted.

- Though adolescence is characterized by aggressiveness--sometimes cruelty--it is a period of passivity and indifference.

- In spite of the enthusiasms of youth, adolescents almost invariably feel rootless, noncommittal, detached, private, and lonely for part of these years.

- Adolescence, a period of self-analysis--often uncertain and frustrating--is a time when youth, rebelliously or otherwise, seek independence and autonomy, especially in the areas of decision-making and behavior. Even so, this period is accompanied by feelings of inadequacy and dependence.

- At their independent best, adolescents are idealistic, envision desirable changes, are willing to take risks, identify with unpopular causes, and participate in what they perceive as desirable reform. Often accused of insincerity and short-lived commitment, adolescents are willing to take positive positions on controversial and sensitive issues which are based on sound moral and intellectual bases.

- Adolescents, depending on conformity for much of their security, readily identify with their peers in dress, likes and dislikes, attitudes, and social values.

- Adolescents are characterized by their dislike--and sometimes rebellion--against boredom and meaninglessness.

- Eager to understand the "why" of adult and societal requirements, adolescents are inquisitive and often demanding in their search for rational explanations.

- Intolerant and forthright in their aversion for dishonesty and hypocrisy, adolescents, more and more, are perceptive to adult and societal double talk. Frequently, this characteristic of adults leads to a widening of the generation gap, to outbursts of disapproval, and to inner brooding.

- Adolescence is a period of growing insight into human relations; it is a period of seeking relations with adults on an equality basis.

- In choosing their friends and associates, adolescents are quite impressed by their socio-economic status--perhaps less today than a generation ago.

- Adolescents are more and more concerned with preparation for their own family life.

- In their emphasis on the "here and now," adolescents feel separated from adults and the objectives they espouse. Often they feel that high school subjects, frequently imposed, are totally irrelevant.

The Society of the Adolescent

Sensing their lack of importance in the social order, adolescents often become apathetic, rebellious, and/or over-zealous. This is primarily because society and the schools have excluded students from feeling effect from that which is being taught. In actuality, youth are being offered relatively few avenues of expression for sensing that they are doing something significant; as a result, when a deviant route, such as rioting, drug experimentation, or over-emphasis for a cause presents itself and is acted upon, adults conclude, all too often, that teenagers are "going to the dogs."

In the past, this need to do something meaningful was satisfied through involvement in work experiences which were recognized as valuable--on the farms, in cottage industries, and in family businesses. Today, the adolescent spends much of his time sitting in classrooms where segmented knowledge and unrelated facts are heavily emphasized. In view of this generalized situation, someone has aptly asked, "How can adolescents digest an over-abundance of mental nutrients without a digestive system?"

It seems apparent to the Task Force that educational programs must increasingly concentrate on ways of making personally meaningful that which is learned. Focus on this type of reform would demand a new look at the curriculum and all associated learning experiences as well as a functional reappraisal of opportunities for applying one's learning. Efforts to attain this goal should involve the shared opinions of adults and students. Learning from many sources and internalizing what has been learned invariably leads to a type of creativity, self-respect, and self-direction.

It has been said that adolescence in America is a cultural artifact and there is ample evidence to support this statement. In eighteenth and nineteenth century America and earlier, there was no recognized stage of adolescence, other than that of the transition from girl to woman and boy to man. With the passage of child labor laws, the onset of compulsory public education, and the creation of

first juvenile courts early in this century, adolescence was born. By the 1930's youth were already being referred to as the lost generation.

In 1936, Maxine Davis travelled across the country talking to youth, and what she found was, in part, something akin to problems faced by adolescents today: "without faith and belief," "skeptical of old-fashioned religions and the virtues of thrift and industry," "high intelligence atrophied with inactivity," "lacking in a sense of responsibility," "personal problems, close and bitter, which they try to evade by drugging themselves with vicarious amusements." Though this was only a partial description then and certainly incomplete today, it has enough truth to disturb current educational leaders.

Much can be learned from existing programs which have brought out youth's idealism, enthusiasm, and willingness to work. Programs such as the Peace Corps, VISTA, the Neighborhood Youth Corps, the 1973 White House Conference on Children and Youth, and various political campaigns have stimulated youth to action. In the first place, the idealism of youth was appealed to by these programs; and emphasis was placed on a belief in the potential of all human beings and in the ability of one man to help another. In the second place, youth was given responsibility. Finally, there was a group spirit in each of these programs which carried with it expectations of excellence from each participant.

The Need for Advocacy

Adolescents have a great need for close identification with someone who cares and for whom they care. Practically all the behavioral psychologists agree that the absence of concern or caring significantly mars the potential and ongoing development of adolescents. In the educational process it is caring for the learner that counts; it is acceptance; it is respect! For adults in the schools, it is their responsibility to initiate and plan--with the assistance of students--for those structures and methodologies, for such utilization of resources, and for appropriate evaluation techniques so that students may develop into responsible, well-adjusted citizens. There is growing evidence that adults in the school, in the home, and in the larger community need to spend more time with youth--time which is free of tensions, time in which mutual sharing is possible, and time in which genuine respect permeates the total atmosphere.

Recommendation 7. The Task Force recommends that the school, in cooperation with those who are responsible for the welfare of adolescents, take the initiative in enabling each student to have the opportunity to choose an individual advocate; that this advocate, whether a school staff member or someone from the community, be a person conversant with needs, interests, and

feelings of youth; and that this person interpret, when necessary, the student's point of view to parents, teachers, and others.

In order to accomplish this goal, teachers, administrators, other staff members, and interested persons from the community, should be given inservice training in the concept and practice of advocacy, and on a regular basis be made sensitive to the student's point of view.

Although advocacy is not a new concept, by its very nature it is a controversial one. Sweden has an ombudsman (advocate) at the national level who oversees the quality of governmental decision-making. In the United States, the Joint Commission on the Mental Health of Children, in its report Crisis in Child Mental Health, recommended the establishment of national and local advocacy councils. In North Carolina, several local councils are already in operation. Currently, the U.S. Office of Child Development, the Bureau of Elementary and Secondary Education, and four other governmental agencies are sponsoring child advocacy programs.

In our society more value needs to be placed on adults spending meaningful time with youth so that a mutual compatibility may be established. The recommended advocate would act as a sounding board, as a negotiator, and as a friend. Most importantly, the advocate would become a spokesman for youth in need.

Specific Needs of Individuals

Though there has been extensive research throughout the twentieth century on the needs of children and approaches for relieving these needs, there has been no such similar thrust relative to adolescents. According to the staff of North Carolina's Legislative Services Commission, "... deviant children, be they handicapped or gifted, have fewer supports as time goes on. There are few programs on the secondary level..." Too often, intervention programs have focused on problem youth; and the emphasis frequently has been on detention, containment, or exclusion rather than on development.

Programs to combat juvenile delinquency, drug abuse, high school dropouts, and the like, for the most part, have been unsuccessful. Too frequently, such programs have offered too little, too late; often they have been based on false assumptions about youth.

Recommendation 8. The Task Force recommends, in planning programs for adolescents, particularly those with special needs, that emphasis be placed on the needs of each individual; and that support for youth growth and development become a higher priority at the local, state, and federal levels.

Conclusion

Adolescence, as a period of rapid growth and development, is perhaps a greater challenge to educators and others responsible for self-realization of youth than ever before. In this period in which youth are seeking identity and ways of shaking the bonds of dependence, many contradictory characteristics emerge. At one moment, for example, the adolescent is the mature, self-thinking, secure individual; at the next, he is the dependent, frustrated, and insecure person. Though these conditions perplex teachers, administrators, parents, and others and often cause recurring problems in planning productive educational experiences, the potentialities of youth increasingly are challenging adult leadership into meaningful reform of secondary education.

This reform seldom can be spontaneous and dramatic; instead, it has to evolve in terms of a changing society and modified educational purposes. As educators and others interested in youth move toward reform in secondary education, increasing understanding of the current society of the adolescent is mandatory. This, together with a realistic appreciation of youth, is the basis for meaningful changes in the contemporary high school.

Chapter 7
Curriculum Reappraisal

Status of the Curriculum

For the first time in history, public secondary schools in North Carolina and the nation are attempting to make literate all the youth of all the people. The fact remains, however, that high schools generally have been unable to cope effectively with the many demands and pressures being imposed upon them by a rapidly changing social and economic order of which they are a part. Improvements, long overdue, are most likely to be recognized as a careful reappraisal is made of the mission of the secondary school in light of these socio-economic changes and in the light of new perceptions of education more adequate for living in the twenty-first century.

In part, the dilemmas of today's high school can be attributed to the successes of public education. Contemporary secondary education is being held accountable for the continuing education of the most intelligent, best informed, and most sophisticated generation of young people any nation has yet produced. Attempting to fulfill this responsibility with yesterday's technologies, yesterday's strategies, and outmoded expertise is an impossible and unrealistic expectation. New or redefined purposes and new priorities consistent with an accelerating pace of change in all sectors of life require new technologies, new strategies, new expertise--but most of all, a new rationale.

Unmet opportunities for challenging youth and for improving the quality of learning experiences among adolescents suggest the need for constructive changes. Although the problem is not exclusively rooted in the high school, the drop-out rate, for example, continues to be alarming, with an attrition rate of approximately 15 percent at the ninth- and tenth-grade levels. Teachers, parents, and administrators are deeply troubled and perplexed by the growing number of psychological dropouts at all levels--those who continue in school, unmotivated, disinterested, and unresponsive. Attendance figures show a high rate of absenteeism in many schools, another fact which is viewed as symptomatic of many causal conditions.

Improving the Traditional Curriculum

Overcoming the limitations of the traditional curriculum, of necessity, must be evolutionary rather than revolutionary. Many of the changes most needed in schools will seem dramatic in character and, often, will be difficult to achieve. The Task Force is convinced, however, that all schools can make program changes which will extend learning opportunities for students in a significant manner. Modifications in the areas of scheduling, length of time of school operation, course requirements, course content, graduation requirements, use of resourse people and materials, and experiential education can be implemented in many high schools with little or no additional cost. The key ingredients for implementing the following recommendations are the flexibility of the total staff and its commitment to provide better programs for students.

Fundamental Skills

There is widespread concern with respect to the lack of command of the fundamental processes--speaking, reading, writing, listening, and computing--among a large segment of secondary-age youth. The lack of preparedness for gainful employment concerns the school and the business/industrial community, and is cause for serious frustration on the part of young people and their families as these youth attempt to move into full adult responsibilities.

The Task Force believes that each adolescent should be equipped with the fundamental skills as a means of enabling him to succeed as a young adult in society. For this reason, the secondary school should identify the communicative and computative achievement levels of each student upon his entry into high school, after which it should guide each student in choosing those courses which have been designed to meet his personalized needs. Grade placement, so often valuable as an administrative convenience, should be ignored as students are placed where learning can best occur.

Realizing that there are varying degrees of remediation which must be faced realistically, as well as varying approaches and materials for assisting the young adolescent acquire competency in the skills usually attained in the earlier years, few secondary school teachers have experienced the kind of preparation necessary for efficiency in this elementary type teaching. Moreover, it should be remembered that it takes a very compassionate and tolerant teacher to be effective in working with the adolescent, who is often rebellious because he did not learn the basic skills in earlier grades. It is imperative, nevertheless, that schools hasten the end of the day when students are graduated without knowing how to read, speak, write, and compute with reasonable competency.

> Recommendation 9. The Task Force recommends that the instructional program in the public schools give the highest priority to success for all students in the basic skills; that the secondary program be built on a strong elementary program, with emphasis on such re-enforcement, remediation, and individualization that each student will be able to succeed in a comprehensive secondary program.

Asking the Right Questions

Members of the Task Force believe that the time has come for the profession and the public to begin in earnest the process of drastically revamping the secondary school curriculum in North Carolina. Questions such as these should be answered in terms of a new and rapidly changing world:

- To what degree are we educating youth for a world that no longer exists?
- What's worth knowing? And who should determine this?
- Where should educational experiences take place?
- Wherein should secondary organizational patterns be modified?

- To what degree is flexibility desirable as related to course selection, length of classes, length of school day, length of school year, units for graduation, and the like?

- To what degree is evaluation based on authoritarian imposition of meaningless standards?

- To what degree are agencies and organizations other than the school responsible for the education of youth?

- What are the best ways to initiate educational changes?

Recommendations in this section are intended to assist educational leaders and the public in taking the initiative in bringing about desirable secondary school changes rather than waiting to be pressured into them.

It has been estimated that the accumulated knowledge of mankind is presently being doubled every five to ten years, and it is likely that this rate will increase. Yet, the secondary curriculum in North Carolina continues to be outmoded in many respects and in many communities, both as to content and mode of presentation. Another factor of tremendous significance is the fact that students today are living in a global society, one in which world-wide travel and living among others is not only possible but sometimes required. In addition, emphasis on national resources, as opposed to interdependence, continues to be strongly emphasized in the schools of the State. Similarly, overemphasis is being placed on outmoded value systems--social, political, religious.

Recommendation 10. The Task Force recommends that every high school provide studies and other experiences in global education; that such studies and experiences include, but not be limited to, revamped courses in foreign languages, language arts, and social studies; and that activities should include contact with foreign citizens living in the State, exchange programs with students and teachers from abroad, relationships with businesses and industry doing business abroad, as well as travel abroad.

Communication around the world is instantaneous, and it will become more sophisticated with the passage of time. The techniques for communication with others make reading only one of the many possible ways to receive information. Contrast this with the fact that most of the emphasis on transmitting information at the secondary school level is still through the printed word. Too little attention is given to the development of viewing and listening skills, especially to critical viewing and critical listening.

Recommendation 11. The Task Force recommends that the State Agency organize a panel of advisors whose responsibility shall be to study world-wide efforts in global education, as well as the interdependence of nations, and advise the State Agency relative to the pertinency of such efforts to the secondary school curriculum in North Carolina.

Personnel Services to Students, Teachers, and Parents

The Task Force senses that existing expectations of pupil personnel services are restrictive in purpose and function, frequently of limited assistance to teachers in guiding student learning, and often unavailable to many students who need them. Counseling, as presently practiced in many schools, is primarily a service for those planning for higher education or, in some cases, for those already experiencing serious problems. Pupil personnel services too often do not take advantage of other similar community resources which might be of assistance to students, the school faculty, and parents.

Recommendation 12. The Task Force recommends that a broad, comprehensive concept of counseling be developed and implemented in the secondary schools of North Carolina; and that preservice and in-service training of counselors be modified to accommodate this concept.

It is felt that the limitations of current counseling programs can be resolved with the concerted effort of colleges and universities, the State Agency, and through staff development programs at the local level. In reality, counselors should become specialists in adolescent development. In this capacity they might serve primarily as resource people to school faculties, as managers of school advocacy programs, and as in-school liaison personnel for coordinating school and community youth services, such as mental health centers, drug abuse programs, and the like.

The Task Force believes that the student personnel program of each secondary school should incorporate the following elements: school-entry and annual diagnosis of each student's educational and personal needs; assistance to students in program selection; job placement; one-year, five-year, and ten-year follow-up programs for graduates and others who have left school; and personal counseling services to students, parents, and the school staff.

Recommendation 13. The Task Force recommends that the State Agency place top priority on new funds for the staffing of adequate pupil personnel services in each secondary school of the State.

Recommendation 14. The Task Force recommends that all students be given adequate information pertaining to courses available; that they be permitted to suggest additional courses; that individual guidance in the selection of courses and other activities be available; that, to the degree feasible, students, along with their parents, have a major voice in the determination of their learning experiences; and that students also have opportunities, where possible, to be involved in the selection of their teachers.

Recommendation 15. The Task Force recommends that all students be given more opportunities to assist in designing independent study programs; that such programs include the widest possible range of experiences and activities; that each student pursue his particular program at his own individual pace; and that appropriate credit be given upon satisfactory completion of the program as evaluated and certified by the teachers responsible.

Recommendation 16. The Task Force recommends that program offerings in the secondary school be available to students without regard to grade level and in accordance with their needs and interests.

Recommendation 17. The Task Force recommends that regulations and practices which prohibit youth and adults from taking advantage of the program offerings at any public educational institution be eliminated.

Realization of this goal would make it possible for secondary school students to participate in the offerings of junior high school or the offerings of a junior college or technical institute. Similarly, realization of this goal would permit adults to take advantage of secondary school opportunities. It would not be unusual, especially in situations in which the community school concept is being implemented, for students and their parents to share certain learning opportunities together.

Recommendation 18. The Task Force recommends that each secondary school conduct surveys to identify individuals in the community who have the competency, time, and interest in serving as volunteer tutors or teachers for special subjects; and that studies completed through such tutelage and individual teaching be accorded full credit upon satisfactory completion of the program of study as evaluated and certified by the school.

Such an effort by secondary schools could result in broadening tremendously the potential offering of any high school; it could be of special advantage for all types of exceptional youth; it could produce desirable relationships between youth and adults in non-institutional settings; and it could provide time for regular teachers to engage in relationships with students which were more life-related and more important to both the teacher and the student.

Dealing with Pregnancy

Increasingly, the problem of pregnancy has challenged school officials to find humane and intellectually sound bases for dealing with this problem. Many school systems throughout North Carolina, in spite of state regulations to the contrary, forbid school attendance at certain stages of pregnancy, on the basis that this condition in youth is distracting to fellow students. Other schools have eliminated rules which exclude pregnant girls from attendance, primarily on the basis that the results of human sexuality are normal and that high school students are sufficiently mature to cope with this situation.

Recommendation 19. The Task Force recommends that the State Agency give leadership to local administrative units in eliminating regulations which exclude pregnant girls from schools.

Co-Curricular Experiences

Youth needs a variety of inter-relationships with their peers through which they can mature socially, learn to work cooperatively, establish their own performance goals, plan and provide services for their communities, create and practice a system of values, pursue special interests not within the curricula, and motivate their peers to acquire a sense of pride in accomplishment.

In numerous cases, the chief motivation for succeeding in school comes from participating in non-course related projects, through which students are able to establish roots and acquire a sense of belonging which they have not attained through their regularly scheduled classes. In addition, through such informal experiences, even the most cynical students often develop a sense of trust in their adult club advisors and seek out and become receptive to needed counseling. The Task Force strongly believes that learning to live and work together for the benefit of mankind is ultimately more important than learning a body of isolated facts; therefore, it endorses a change in the concept of extra-curricular activities. As a matter of fact, it is felt that they should be regarded as part of the total curriculum.

Recommendation 20. The Task Force recommends that time be provided during the school day for service and academic clubs and for special interest groups; that adults be selected as advisors; that enough such groups be available so that no interested student will be excluded from membership in the group of his choice; and that credit be given when appropriate.

Action-Learning Programs

Action-learning places students in direct contact with social problems and offers them opportunities to assist in their resolution. Almost all communities have problems or needs which can be addressed by youth. The school itself can become a coordinator of concerns and a sounding board for the community. It can act as a manager of community resources. If a community needs more child-care assistants, students can be trained as child-care specialists on-the-job, and receive credit for their work. Similarly, the same concept is applicable for undermanned industry or service occupations, for overcrowded and understaffed hospitals, for ecology clean-up and re-cycling programs, for public interest newspaper reporting, for visits to older community citizens, for prenatal counseling, for home visits to families on social-work caseloads, as musicians in local orchestras, as teachers for younger children, and as assistants to their peers who need special help. Possibilities are limited only by the imagination and by the degree of openness among those who work with youth. What is learned is immediately reinforced because the learner sees evidence of the effects of his individual actions.

It is the responsibility of the school for organizing, implementing, and evaluating an action-learning program. Such a program should be carefully coordinated with the academic program; should permit students, with proper guidance, to determine goals; should permit students to determine how much time they spend in the program; and should guide students in their appraisal of their own progress.

By using the talents of students who choose to fulfill course or attendance requirements in work experiences and public service, communities might begin to set and reach realistic goals in total community responsibility.

Recommendation 21. The Task Force recommends that opportunities be made available for students to engage in action-learning programs--programs designed to involve student volunteers in the activities of social service agencies; and that appropriate credit be awarded for such participation.

Collaborative Arrangements Between Schools and Other Public Agencies for Youth

Throughout this report, the Task Froce on Secondary Education has emphasized that responsibilities for the care, education, and well-being of youth must be a community responsibility rather than a duty of certain segments of the public, such as parents and/or the schools. Members of the Task Force realize that community responsibility for children and youth is a relatively new concept in the United States, although it has been practiced in other societies for generations. The Task Force believes that the single agency, the public schools, which has been mandated by law to provide services for all youth must take the leadership in coordinating, perhaps in consolidating, community resources for youth in order to guarantee meaningfull opportunities for productive, creative, and healthful citizenship.

Recommendation 22. The Task Force recommends that each local board of education take the leadership in consolidating and coordinating local resources for youth; that surveys be conducted to determine what services and programs, public or private, are available to assist youth, that dialogue be established in these services and programs to determine points of common concern; that local mechanisms be established to assist in the best utilization of all services and programs; and that each local board of education employ a coordinator of volunteer services.

Secondary School Programs for the Exceptional Student

At the secondary school level in North Carolina programs for exceptional students are virtually non-existent. Exceptionalities which are not being provided for adequately include the retarded, the gifted, the emotionally disturbed, as well as others. Yet, a recent court suit mandated that all public schools provide appropriate educational programs for all students; and that the exclusion of students because of any physical, intellectual, or emotional condition is illegal. A census is now underway in North Carolina to determine the exact number of students in each category of exceptionality.

Recommendation 23. The Task Force recommends that priority be given immediately to the identification, diagnosis, and treatment of every exceptional student in North Carolina; that this effort be cooperatively carried out by local and state school officials, other local and state governmental agencies, private civic and cultural groups, and citizens in general; and that planning and coordination for this overall program be provided by the State Agency.

Since more than eight million dollars was appropriated by the 1974 Legislature for exceptional children, it is expected that provisions for improving education for these students will be strengthened in the near future with the employment of additional personnel, the development of demonstration centers; the addition of instructional materials in local administrative units; and the coordination of state and local activities.

Recommendation 24. The Task Force recommends that the State Agency seek funds from the General Assembly to provide appropriate secondary school programs for all students, regardless of handicapping conditions or other forms of exceptionality; and, that such funds be allocated to local school districts on the basis of an accurate state-wide census of such students.

Recommendation 25. The Task Force recommends that the secondary program of studies for severely handicapped students be closely coordinated with sheltered workshop programs; that business and industry be involved; and that every student, to the degree possible, leave the public school as a functioning, well-adjusted, secure person.

Advanced Placement

It is the task of public education to offer programs for all students based on each individual's ability, interest, and potential. Currently, schools are under attack and accused of lowering academic standards. Because of traditional and unstimulating course work, many gifted and talented students leave the public high schools early as dropouts, enter private schools, or seek early admission into college. Advanced placement, a program widely recognized by colleges and universities, permits students to pursue college-level courses while in high school, and receive credit both in high school and at college, thereby realizing a financial saving along with other advantages.

Only six percent of North Carolina high schools have advanced placement courses, yet it has been shown that schools offering advanced placement have a greater holding power for their students than do other schools. The existence of such courses prevents much of the apathy experienced by many capable students.

Recommendation 26. The Task Force recommends that all school units in North Carolina be encouraged to implement advanced placement courses to help meet the needs of gifted and talented students; and that leadership in developing such programs receive priority from the State Agency.

The Value of Work Experiences

The Task Force is convinced that the value of work, as well as excellence in work, needs to be reasserted in today's society. Work in itself needs to become an avenue for continuing education, a source of pride, and a means of personal development and renewal. Recent studies have shown that as many as

90 percent of all Americans are dissatisfied with the work which they do. Major changes need to be brought about in our educational and economic systems to reinstate the 14 to 18-year olds into society's productive work force.

Members feel that work experience is vital to the full education of North Carolina youth, and that the opportunity to sample the ingredients of a variety of occupations, in realistic situations, is necessary if the dignity of work is to be restored in America. Work experience should be on a full or part-time basis, with the school continuing to have contact--of a counseling nature--with the student. The student should be counted as being in attendance in school so long as he is fulfilling time and attendance requirements at work, and is maintaining necessary contacts with the school.

Recommendation 27. The Task Force recommends that each school system in North Carolina conduct a survey of business, industry, and professions to determine those willing to accept high school students in work experience programs; that work experiences be cooperatively planned; that they be encouraged for all students; and that full high school credit be given for such experience within guidelines established by the local board of education and as evaluated and certified by teachers responsible.

If schools decide to place students in jobs within the community, dialogue, of necessity, will be necessarily beforehand, not only with business personnel, who are beginning to be critical of the quality of education provided by the public schools, but also with any other community personnel. By making business a partner in the education of youth, schools can begin to counteract this situation.

The crisis of competence, which characterizes all advanced industrial societies is keenly sensed by many adolescents. They are constantly aware that mediocrity, incompetence, and indifference permeate much of the society of which they are a part. Pride in excellence is too often the exception, not only in secondary schools and colleges, but also among the professions and in our shops and factories. A society which values excellence will give its youth incentives for daring and for conquering; whereas, a society which rewards conformity, stifles initiative, and accepts less than one's best will breed a generation indifferent to quality in work as well as quality in living.

Recommendation 28. The Task Force recommends that state and local educational leadership continue to undertake efforts to upgrade all vocational education programs; and that all secondary students be actively encouraged to take vocational, as well as academic courses.

Reliable estimates indicate that by 1985 seventy-five percent of present occupations will be non-existent, in view of continuing radical changes in technology. Moreover, it is estimated that the youth of today will engage in at least six different types of employment during their working years. Such realities as these demand a reappraisal of all education, especially that aspect which so long has insisted that preparation for one job is sufficient. The growing demand for continuing or life-long education somehow must be reflected in the school's approach to student self-fulfillment. Particularly, skills taught must be general enough that they will allow for maximum ability in a number of areas. The degree to which the humanities have a place in the overall

development of youth also needs reappraisal. Learning to live and learning to make a living, in the opinion of the Task Force, should be a single all-pervading concept with two aspects, each completely worthy of emphasis in the learning experiences of youth.

The results of the 1973 Gallup Poll on Attitudes of the American Public on Education indicate that "the public has responded favorably to proposals that students be permitted to spend their school time outside the school learning what they can from local business or industry and fitting themselves for jobs in the community following high school graduation...." Nine persons out of ten in all major groups sampled supported this idea. Over 60 percent of the public also supported adoption of alternative schools "for students who are not interested in or are bored with, the usual kinds of education." North Carolina, it seems, needs to test alternatives for youth--in our homes, in our schools, and in our communities.

The Task Force agrees that occupational and vocational education--including the development of manual skills--should be offered to students, not in isolation, but as an integral part of a more comprehensive program that is well integrated with a desirable emphasis on the humanities--on feelings, attitudes, and appreciations. For instance, a prospective carpenter should be exposed to the cost of building materials, the effects of housing patterns on neighborhood life, and major developments in the building trade, along with effective emphases on the liberal arts. A prospective physician should be led to consider the moral implications of medical discoveries, the humane elements of quality medical care, the social and economic consequences of national health insurance, along with effective emphases on the liberal arts.

Recommendation 29. The Task Force recommends that afternoon and night programs be offered for high school students in every community where the demand for such programs makes it feasible to operate them; and that the usual sources of support funds be available to finance such programs.

Materials for Learning

Members of the Task Force view the world as the learning laboratory for secondary school students. Therefore, any experience, tool, resource person, form of communication--indeed, anything has the potentiality of becoming a learning aid. It is felt that current librarians need to become learning resource specialists, who are knowledgeable about all sorts of human and material learning resources and who have the time and skills to transmit this information to students and teachers.

The Task Force also recognizes that certain basic resources must be available to students in schools themselves, and that flexibility in the management of these resources is essential.

Recommendation 30. The Task Force recommends that through pre-service and in-service education, all librarians in the State's secondary schools be assisted in becoming learning resource specialists; and that the materials for learning be extended to incorporate resource people, institutions,

businesses in the community, all forms of visual and aural communicative devices and materials, as well as printed materials.

Recommendation 31. The Task Force recommends that more paraprofessionals be utilized in the field of media; that such personnel be trained skillfully; and that placement of such personnel tend to guarantee maximum assistance to teachers and students.

Many teachers do not have the opportunity to examine instructional materials; for example, samples of state-adopted books and many other materials are not readily available for examination. The Task Force is of the opinion that students and faculty in each school should have responsibility for identifying and selecting appropriate instructional materials suitable for the school's program. Teachers should have the opportunity to participate in determining the general areas of expenditures for instructional materials as well as specific items to be purchased. Only through local decision-making regarding materials selection can curricula be flexible enough to meet diverse student needs.

Recommendation 32. The Task Force recommends that the State Textbook Commission be expanded to include more representation of teachers at various levels and in various fields; that the definition of eligible books be expanded to include instructional materials; and that local administrative units be assisted in developing more skill in the selection and deployment of such materials.

Need for Altering Marking Practices

Marking or reporting systems, especially at the high school level, tend to accentuate that which is negative in the total program: memorization and regurgitation of facts; teacher appraisal in terms of identical standards for all students; non-involvement of students and parents; the absence of opportunities for constructive suggestions for student improvement; and the lack of opportunity for utilizing evaluation and self-evaluation as teaching-learning devices. Findings of research indicate that students who participate in the evaluation process achieve academically and in the areas of critical thinking, decision-making, and problem solving to a degree greater than students who are subject only to teacher evaluation.

For the most part, high school marking practices accomplish few of the objectives attributed to their use; and seldom do they spell out meaningful evaluation in terms of the school's avowed philosophy. In most instances, they are outmoded, sterile, and non-meaningful in terms of such values as personality development, ability to think and make decisions; and in skills in interpersonal relationships. Averaging daily grades and examination scores, the sole approach to evaluation in many schools, neglects the great need for appraising personal development in attitudes, feelings, and other human values.

It is not assumed that any single evaluation instrument will be satisfactory for all high schools; nevertheless, if evaluation is seriously studied by those concerned with the education of adolescents, reform in current practices will likely result. Research in this area suggests that all evaluation should be done

in terms of purposes and specific objectives; that students, teachers, parents, and other community representatives should have a voice in the evaluation procedure; that areas other than that of subject matter should be appraised; and that progress reports should reflect what has been done, why it was attempted, and the degree to which it was satisfactorily accomplished.

Certainly, no single symbol can convey such a spectrum of significant information. So, no matter what paper symbols or comments are made in the progress report, it is increasingly clear that parents, teachers, and students need to schedule face-to-face conferences as a means of supplementing any formal type of marking. Admittedly, such conferences are time-consuming; moreover, they demand patience, intelligent planning, and a large degree of perceptiveness. The interaction involved in such conferences is likely to produce more valuable results for all those involved than almost any other single effort which the school might support. Records should be kept of these conferences for further use by teachers, parents, and/or students.

Though the State should take the initiative in the reform of evaluation, it is primarily the responsibility of local communities to study this problem carefully and in depth, realizing that in this sensitive area drastic changes cannot be effected immediately. The real difficulty in altering marking systems should not be a deterrent in continuing search for more meaningful practices.

Recommendation 33. The Task Force recommends that current methods of evaluating student progress at the secondary level be reappraised by administrators, teachers, students, parents, and representatives of the college and business community; and that leadership be assumed by the State Agency to assist schools in developing locally appropriate systems.

The Need for Leadership Teams

In the contemporary comprehensive high school, where knowledge, methods, and materials are continuously expanding, the principal cannot be expected to assume the only leadership role necessitated by such growth. Nor is it advantageous that faculty members be denied the opportunity to develop in leadership roles. Rotating chairmen, who are appointed by the principal, or elected by the departments, and serving as curriculum coordinators within the school, should meet regularly to discuss the characteristics of their individual schools and suggest ways of making them more effective through identification of needs, policies, curricular changes, instructional materials, personnel, teacher loads, master schedules, and budget-making.

Department chairmen should be given the opportunity to participate in staff-development workshops and encouraged to be active in the professional organizations of their disciplines. In serving as realistic leaders rather than mere mouthpieces, they should be allowed to become the principal's most effective emissaries and decision-makers for the instructional programs within their departments.

Recommendation 34. The Task Force recommends that the principal in each school be responsible for organizing an instructional leadership team, consisting of department chairmen; that specific roles be identified for these teachers; and that released time and additional compensation be provided for them.

Conclusions

Intelligent evaluation of curricular revision must grow from valid measurements of the degree to which students are achieving stated goals and objectives. In North Carolina, there is abundant evidence that the secondary schools are not fulfilling their obligations to youth and to society to the degree that is possible. Witness, for example, the dropout rate; unnecessary absenteeism; rejects for the Armed Services on the basis of low entrance examination scores; those who are unprepared for additional education; those who are ill-prepared for employment; those with inadequate concepts of individual responsibility, community service, and interpersonal relationship; along with other verifiable reasons.

What's worth knowing should be constantly reassessed not only in terms of the total curriculum and the needs of society, but more especially in terms of individual personal meaning. Though a simple truism, all activities in and out of class should have meaning for students; and since students are so varied, the curriculum, of necessity, needs to become increasingly diversified. It is likely that course offerings will increase; that they will become more and more relevant; that time requirements for courses will become more flexible; that the Carnegie unit will be seriously reappraised in terms of its actual usefulness; and that requirements for graduation will be modified in terms of increased student competencies, understanding, and readiness to accept adult responsibilities.

The Task Force believes that more of a student's learning experiences must be outside the classroom, with community agencies, organizations, and businesses sharing in the opportunity and obligation for assisting youth in their quest for self-fulfillment. The evidence continues to grow supporting the validity of student involvement in curricular planning and development.

The Task Force is convinced that specified solid subjects for all students should be modified. The need for additional flexibility in the choice of subject matter and other learning experiences must be recognized and implemented. As long as forty years ago this concept was validated by the Eight Year Study. In their thought-provoking book, Teaching As a Subversive Activity, Postman and Weingartner indicate that a large percentage of the areas in which students should be competent and have security are not to be found in high school curricula.

Any serious attempt to evaluate what's worth knowing should be a cooperative affair, enlisting the best ideas of administrators, teachers, parents, students, members of the business community, other lay citizens; as well as consultants familiar with the rapidly changing world, the characteristics of adolescents, and the manner in which learning best takes place.

The Task Force is committed to the concept that the high schools of North Carolina must approach curricular content, methodology, and evaluation in terms of what is appropriate for individuals who are maturing in the last quarter of the twentieth century!

Chapter 8
Youth and Adults Learning Together

The Changing Role of the Teacher

Commitment to individualized self-realization among students demands teachers, certified or otherwise, part-time or full-time, who first of all, are not only dispensers of information, but also diagnosticians and facilitators of learning; teachers who are helpers, consultants, leaders, expediters, coordinators, planners, questioners, catalyzers, stimulators, and counselors. Listening to information through classroom lectures is not the only way to learn. Overemphasis on this type of teaching too often has led to alienation and depersonalization. Moreover, the findings of research have clearly demonstrated the advisability of using a variety of teaching techniques for maximum productivity.

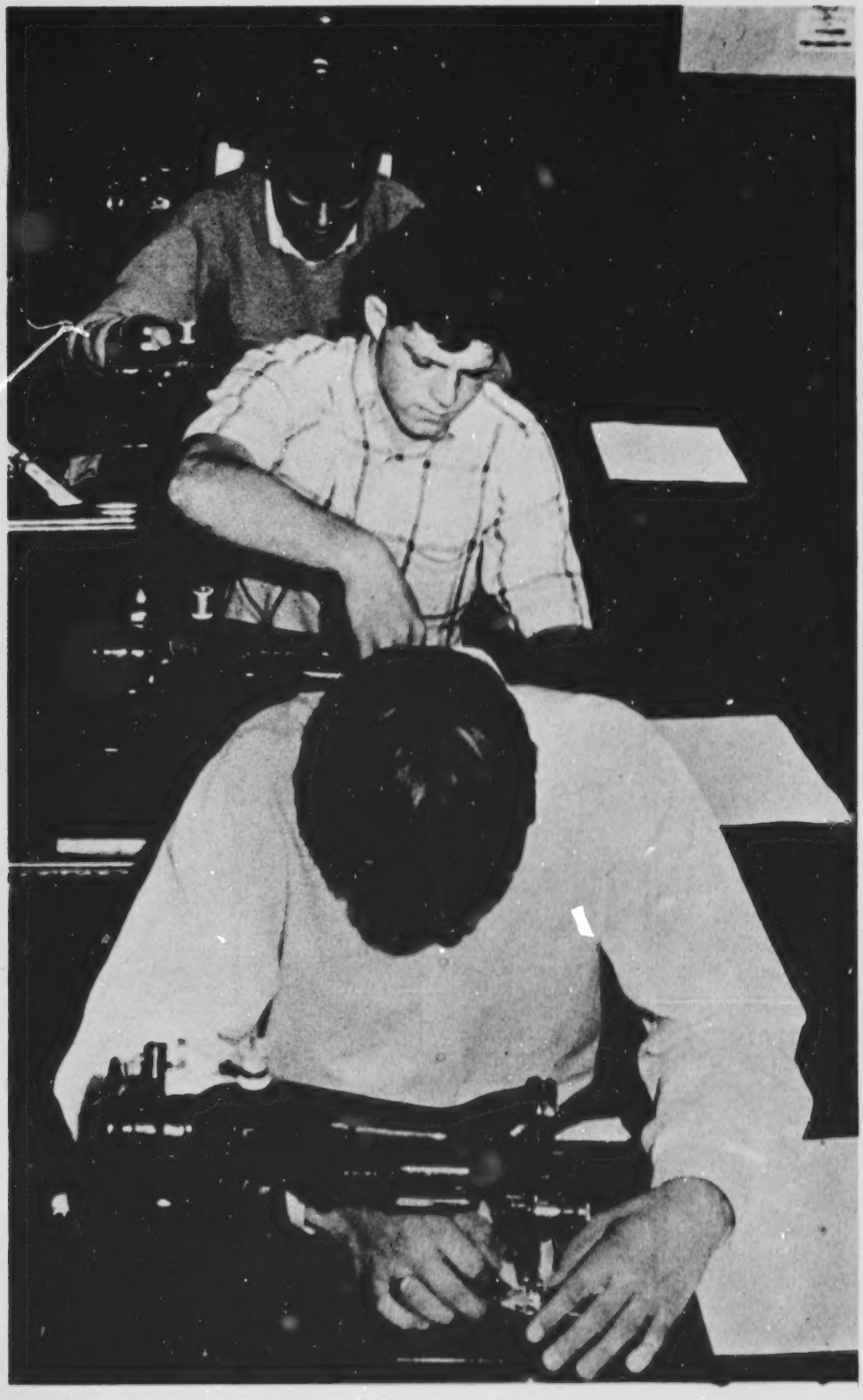
As a facilitator of learning, the major responsibility of the teacher is the self-directed growth of individuals in the classroom and away from the classroom. Much of this facilitation depends upon a climate for learning, a climate in which intellectual curiosity abounds. The chief responsibility for creating this climate is undeniably that of the teacher.

Teaching, no matter how superior in its emphasis on the accretion of knowledge, too often has become sterile. Know-how without the liberating quality of the humanities and humanness has left too many teachers in the profession who are prisoners of worn-out techniques, modern devices, and things that plug into walls. Cold analysis without the ingratiating characteristics of synthesis can rob the teaching profession of its humanity.

If teaching is to affect human values, it must be re-examined and drastically modified. This re-examination along with recommendations which will follow, is the major thrust of the Task Force on Secondary Education. Overpowering interest in neatly described, compartmentalized courses; concern for institutional hierarchies; disdain for meaningful interdisciplinary activities; unbalanced emphasis on preparation for college; specialization, sometimes in trivia, resulting in teaching which too often has become trivial--these and similar concerns have all but eliminated genuine enthusiasm in human teaching for human learning. Tightly patterned curricula; fragmentation; impersonal contacts through formal lectures, examinations, and grades; rigidity in schedules; authoritarian attitudes; and deadening anonymity have depersonalized and dehumanized the learning process in many schools to the point that loss of identity has made a mockery of truth-seeking and truth-finding.

When planning includes students and when learning experiences in and out of school have meaning; when students grow to respect themselves and their potentialities; when teachers are aware of the learning style of each student; when encouragement is abundant; and when freedom to exercise one's creativity is present--then it is that rigidity, conformity, sterility, and mediocrity vanish; then it is that learning is characterized by ecstasy and continuing productivity.

When teachers learn to think more habitually in terms of the positive; when somehow it is natural to think in terms of student potential instead of



student deficiencies and inabilities, then it is that student potential will more nearly be released; then it is that teaching and learning may truly become synonymous.

As teachers try to be real people, they must learn to prize the learner, his feelings, his opinions, his person. It is caring for the learner that counts! It is acceptance! It is the belief that the other person is a somebody not a nobody, and that somehow he is trustworthy. It is mutual respect. As students attain status, attainment follows and humanness flourishes. In this atmosphere, so conducive to learning, learning itself becomes life.

Humanizing education demands that teachers be freed from the shackles that so easily can make them slaves--adherence to rigid routine, pressures to measure up to unreal standards, unwarranted criticism, and non-inclusion in the making of decisions. If teachers are to be human beings, if their human qualities are to shine through in all their dealings with other human beings, they must be encouraged and supported by the profession and by the lay community. Teachers, too, must be somebody!

As improvements in secondary education are envisioned for North Carolina, continuing stress must be focused on developing those characteristics and those strengths in teachers which are harmonious with changing objectives and with the best information available relative to the attainment of these objectives.

Teaching as an Art

The teaching-learning process has developed into a complex science, with many advances in what we know about child growth and development, the learning process, and human responses; yet, the art of teaching remains simple and intimate--the teacher communicating his concern for the child directly, demonstrating that he cares, placing the child's needs and interests first, and offering himself as a friend, a counselor, and a guide. The child, of course, responds in some manner to his complex environment; his response, however, is likely to be to the degree that he accepts and trusts and understands the teacher, and believes in the motives of the teacher.

Evaluation of Teaching as a Profession

Teaching as a profession has evolved from a part-time, volunteer role performed by ministers and ladies of the community to a highly structured bureaucracy with requirements for entrance, certification, and tenure. With the coming of standards and the professionalization of teaching, each of which has contributed much to the improvement of secondary education, a tendency to exclude many citizens who might make profound contributions to students has also developed. The Task Force believes that the staffing structure within the secondary school should be liberalized to the extent that the community, the business sector, and the public at large might become part of the teaching-learning community. It is believed that any qualified person (not to be confused with certified)--adult, student, regular teacher, or a person from the community--should be allowed to work with young people in the school. The major acceptable qualities are an understanding of youth, an affinity for youth, and a knowledge of the subject or topic in which students are to participate.

School systems should have options available to them in the area of staffing that are now restricted by law, regulation, or tradition. The Task Force believes that instructional staffs need not be totally composed of certified personnel. Professional preparation should be mandated, however, for positions in which professional educational services are required. Schools should be organized so that they can make use of all kinds of teaching personnel: part-time teachers, as well as specialists and other resource personnel from the community. Students, in many situations, are capable of performing valuable instructional services.

If the teaching-learning environment is to become community centered, the roles of administrators and teachers must become leadership positions for creating and maintaining such an environment. The role of the school, and therefore the role of those who are employed to work with students, needs to be that of guiding learning experiences rather than that of merely transmitting subject-matter information verbally. In this sense, utilization of the whole community as a learning center has been emphasized. While it is an oversimplification to suggest that resources are wasted when professional personnel are employed to conduct non-professional duties, the concept of the "closed shop" within the school tends to perpetuate such conditions.

The effectiveness of the educational program is directly proportional to the quality of the total instructional and support personnel. As the key agent for change and improvement in the school, the principal is responsible for creating a climate conducive to creativity and affirmative action. He must be the cooperative leader of a team rather than the traditional authority figure. He must know how to delegate responsibility, after he has skillfully planned for organizational effectiveness, flexible scheduling, use of facilities, and for resources which permit broad participation.

Personnel Allocation and Use

The Task Force feels that significant modifications are required in the areas of personnel allocation and use; preparatory programs for professional, non-professional, and volunteer personnel; in-service and re-training programs for all school-related personnel; and in the evaluation of work performance on the part of educational personnel. The members feel that the following recommendations are essential to make possible the foregoing suggestions for program modifications to meet the needs of youth:

Recommendation 35. The Task Force recommends that the State Agency seek legislation which would eliminate the present system of categorical allotment of teachers and other professionals to local boards of education.

Recommendation 36. The Task Force recommends, in order to effect a smooth transition from the present system of personnel allocation to a new system, that a limited number of school districts participate in pilot programs utilizing locally determined staffing patterns; and that funds for staff personnel be allocated on a formula to be

determined by a committee representing school board members, the local school administrator, and representatives of the State Agency.

Obviously, such pilot programs should be carefully evaluated to determine ways for eliminating problem areas before any new program is made available to all school districts.

Recommendation 37. The Task Force recommends that local boards of education, within guidelines which they establish, allocate special funds to each pilot secondary school with which to employ necessary staff personnel in addition to those already employed by local boards; and that committees composed of teachers, students, parents, and the principal of each pilot school be involved in the cooperative determination of criteria for employing, evaluating, and re-employing personnel.

Teacher Preparation and Certification

The Task Force, in its discussions internally and with consultants, voiced many concerns regarding initial teacher preparation and existing certification processes. There is strong feeling among the membership that teacher education is not yet responding as it might to the need for expanding the role of secondary schools and for orienting prospective teachers to new teacher-student-adult relationships needed in secondary education. Preparation programs and certification requirements often result in being protective devices for professionals rather than a well-coordinated effort to secure competent adults to work with youth.

Primary emphases in undergraduate and graduate preparation of secondary teachers is heavily oriented toward subject matter to be taught rather than on the human being to be taught. A vicious cycle continues to be promulgated as the university professor teaches his "discipline" to prospective teachers, who, in turn, teach their "discipline" to youth. And, all too frequently, the understandings of the interrelationships of fields of knowledge, the realities of the knowledge explosion, and the knowledge about adolescents are inadequate. Fortunately, this situation is improving, a fact which is obvious among many teachers who have recently entered the teaching profession.

The Task Force does not minimize the importance of a teacher's knowing about that which he is teaching. The members feel strongly, however, that college and university faculty members who are involved in the initial preparation of teachers should impart to prospective teachers an awareness of the responsibilities of public secondary schools in a rapidly changing world; comprehensive information about youth, their current needs, and their likely needs in the future; and an acquaintance with the continuing developments within their respective subject areas.

Recomendation 38. The Task Force recommends that all college and university faculty who are involved in the preparation of teachers be required to spend a reasonable amount of time at regular intervals in the secondary schools--serving in clinical capacities, in teaching, in working with teachers and administrators, and in renewing their own expertise.

Recommendation 39. The Task Force recommends that a limited number of school systems be encouraged to form consortia, including a university, one or more technical institutes and/or community colleges; that together these institutions develop a more effective, responsive, personnel preparation program; that funding be provided cooperatively by the State Agency and the Board of Governors; and that the Divisions of Teacher Education and Research evaluate the program carefully.

Recommendation 40. The Task Force recommends that before becoming certified, a prospective teacher should receive a college degree and experience the minimum of a successful one school year teaching intern program with pay; that when determined qualified by the local unit, subject to review and concurrence by the training institution, the prospective teacher might then be certified; and that the intern program may not be restricted to one school year nor exceed a maximum of two school years.

Emphasis should be placed on teacher preparation institutions' providing prospective teachers with a variety of teaching-learning options, including opportunities as freshmen and/or as sophomores to perform in-school activities such as those of aides or tutors.

Recommendation 41. The Task Force recommends that requirements for teachers in special skills areas, such as avocational and vocational areas (not requiring a college degree), be determined by local boards of education with final approval by the State Agency; that certification be based upon a minimum of a one-year successful internship, as determined by the local administrative unit and the State Agency; and that employment practices permit varying lengths of contracted time.

Staff Development

Members of the Task Force believe that a widespread staff development program is necessary in order to improve skills, broaden the understanding of youth, and understand the purposes of schools. The school

administrator, it is felt, must be the primary facilitator of creative learning experience for youth. He must be a specialist in coordinating total community resources, and in interpreting youth characteristics and needs to the school staff and to the community. He must be an effective manager of money, an understanding leader of people, and a well-informed person in the area of learning resources.

Recommendation 42. The Task Force recommends that the State Agency develop, in cooperation with college and university departments of education and local school systems, a statewide leadership development project; that such a project make full use of clinical and community opportunities; and that students, teachers, school board members, businessmen, as well as school principals, be involved in the project.

Differentiated staffing is an old idea that seems new because many people have never heard of it. It refers to a process by which a teacher's work is assigned according to his ability. If differentiated staffing is to occur in the secondary schools, major attention must be given to the training and retraining of school personnel.

Traditional training programs in which each candidate passes through academic courses, professional courses, and student teaching must be changed. First of all, staffing patterns should provide for internship prior to certification. Secondly, the need for paraprofessionals, interns, helping teachers, and specialists will provide opportunities for many kinds of personnel not now produced through current preparation programs. Much of the professional preparation of teachers should be done within the schools and communities under practical conditions; nevertheless, teachers and clinicians from the training institutions must be actively involved in the process, not only on campuses but in the communities themselves. Technical institutes, private businesses, and governmental agencies might provide excellent training possibilities for paraprofessionals and certain specialty personnel for the schools. Staffing the modern secondary school must include provisions for continuous training and upgrading of the entire staff. A serious flaw in the past has been the isolation of in-service training from the ongoing operations of the school and the pre-service training programs. If pre-service and continuous in-service upgrading are to be effective, a marriage of the two within the normal operation of the school must occur.

Recommendation 43. The Task Force recommends that the State Agency furnish leadership for a consortia (including school systems, one or more colleges or universities, one or more technical institutes, private agencies, and public agencies) in developing a competenecy based training program for staffing each of the model schools.

Conclusion

The Task Force is convinced that teachers should be highly competent

in their knowledge of subject matter, the youth whom they teach, the world in which they live, and the conditions under which learning best takes place. In addition, members believe that effective on-going programs for teacher improvement should be the cooperative responsibility of teacher preparation institutions, technical institutes and community colleges, local administrative units, including personnel, organizations, and services within the larger community. When these conditions are met, along with improved compensation, it is likely that teachers will become increasingly competent and that communities will experience less and less difficulty in attracting and holding good teachers.

Chapter 9
Rights and Responsibilities of Students and Adults

Throughout this report two major themes have been emphasized repeatedly: the need for planning greater responsibility with students for determining the kind of public secondary school experiences they want and need; and, the need to shift the major burden of responsibility for program decision-making from the state to the local level. In the first instance, the Task Force has suggested that a greater diversity of educational programs be made available to high school students, and that they be permitted to exercise greater prerogatives in determining their high school goals and how they are to be achieved. In the second instance, it has been suggested that quality in secondary education will be enhanced if local citizens, boards of education, parents, and others be given more power to make decisions in the areas of program design, utilization of materials, staffing, and use of financial resources.

The Task Force feels, however, that the issues of governance in schools and accountability for program achievements are so important that a separate section should be devoted to these areas.

The members of the Task Force believe that the experience of exercising responsible citizenship, learning to make decisions which affect one's own life and that of others, in itself is the most important contribution which the public schools can make to students and the adult constituency. Further, it is believed that the schools must begin to work with high school students as young adults who are expected to make adult decisions; until such time, schools must be prepared to expect non-adult behavior. Effectiveness in decision-making is learned through experience, through trial and error, not vicariously.

Students and School Governance

Several hundred students were interviewed or responded to questionnaires of members of the Task Force during April and May, 1974. The following statements characterize their comments:

- Students respect teachers who are demanding of them and who will help them stretch their capabilities.
- Students feel that in classes with undemanding teachers there is an absence of learning.
- Students feel that the least effective teachers are those who do not interest or motivate them.
- Students are particularly complimentary of teachers who treat the slowest students with the same respect as the brightest.

- Students see order in the classroom as related to the opportunity to learn, and they resent being deprived of this opportunity.

- Students resent teachers who do not get involved with students, who do not care about them.

- Students want teachers who are impartial and who do not show favorites. In this respect, they apply their own strongly developed sense of fairness to their teachers.

In the revealing words of one student ... "Make school a place where students are encouraged to express themselves, a place where they can receive some of the love and understanding that they, in fact, are not getting at home ... there is more to education than disciplinarian brain-stuffing, ..."

Members of the Task Force view the present student population as being more submissive to school rules, regulations, and policies than many of a few years ago; however, it is felt that the tendency on the part of students to accept passively imposed structure is too pronounced. Members feel that schools should accept this current situation as neither complimentary of the school program nor as a permanent phenomenon. Student vocalism and activism react in a pendular fashion: as the pendulum swings from acceptance, schools may expect increased demands for student involvement in decision-making and a recognition of students' basic rights.

Recommendation 44 The Task Force recommends that the State Agency take the initiative in assisting each school system in developing a statement of a students' bill of rights.

Such a bill of rights might incorporate, among others, the following concepts:

- Freedom of speech, assembly, petition, and appearance are constitutional rights of all students.

- Students have the right to organize and assemble for discussion of critical issues and to demonstrate peacefully.

- Personal possessions of students and their lockers may be searched with permission and in the presence of such students.

- Students have the right to representation within the school when issues or problems arise which relate directly to students.

- The School is never to be viewed by students, teachers, or administrators as a sanctuary from the law.

- Students' opinions concerning the scheduling of outside speakers for assemblies or forums, even speakers that seem unpopular

because of opinions or causes, should be considered. Attendance at such programs should be on a voluntary basis.

- All students must have the right to vote, hold office, and participate in extra-curricular activities. This right cannot be abridged because of race, sex, creed, religion, national origin, beliefs, previous records, grades, or marital status.

- Students have the right to participate fully in the development of local school rules and regulations related to conduct and disciplinary procedures.

- Students have the right to appeal through an orderly process.

Responsibility of Students

Students endowed with rights, which are enforceable, are expected to live up to their obligations! According to the Kettering Report, too often adolescents have been treated as "a privileged caste and their sanctuary was vigorously defended by their parents, the school, and the law. The consequence was failure to learn that in the real world people pay for what they break.

"Many people feel that the courts have been overly liberal with student rights and careless about student obligations, but an examination of the decisions themselves shows that the judges have worked to find a tenable balance. The courts are petitioned, of course, to enforce rights rather than obligations, but even when the students are the winners, the courts will normally add a balancing phrase. Thus, the Supreme Court held in Tinker vs. Des Moines Independent Community School District that students 'are possessed of fundamental rights which the State must respect, just as they themselves must respect their obligations to the State'."

In the same spirit, impetus is growing at the national level insisting that parents fulfill their parental duties to their children. And, schools, to the degree possible, are being urged to exert what influence they have to improve the performance of parents.

Within the high school, the first step toward assisting students recognize their obligations is to state them, in clear, unequivocal language. One of the most satisfactory ways of doing this is to develop a list of student obligations at the building or district level by a student-parent-faculty-administrator committee. This code should be posted, published, and distributed to every student. Opportunity for student input into the development of rights and responsibilities is one of the surest ways to achieve balance in this significant area of maturation.

The Citizenry and Educational Decision-Making

In spite of growing interest and noticeable concern for secondary education, members of the Task Force are convinced that widespread

apathy continues to exist among too many responsible citizens. Much of the cause for this apathy can be attributed to the limited opportunity for decision-making relative to important educational issues at the local level. In North Carolina, fiscal policies of the state place severe limitations on local decision-making. Since staffing and financing procedures are largely the result of state law or regulation, few program modifications can be determined by local initiative. Nevertheless, the Task Force feels that concerted efforts should be made in each local school district to involve to a greater degree the lay citizenry in contributing to the solution of important educational issues in secondary schools.

The Governor's Study Commission in 1968 recommended the development of a network of citizens advisory councils at the local, regional, and state levels. Since such important program modifications are necessary at the secondary school level, the Task Force is convinced that it is imperative that the impetus for achieving meaningful involvement of citizens in educational decision-making be renewed.

Recommendation 45. The Task Force recommends that the statewide plan for citizen involvement, as outlined in the Governor's Study Commission Report of 1968, continue to be implemented; that state and local leadership--lay and professional--take the initiative in establishing citizens' advisory councils in each local school unit; that a major responsibility of such councils be that of considering improvements needed in secondary schools; and that such recommendations be forwarded to local boards of education.

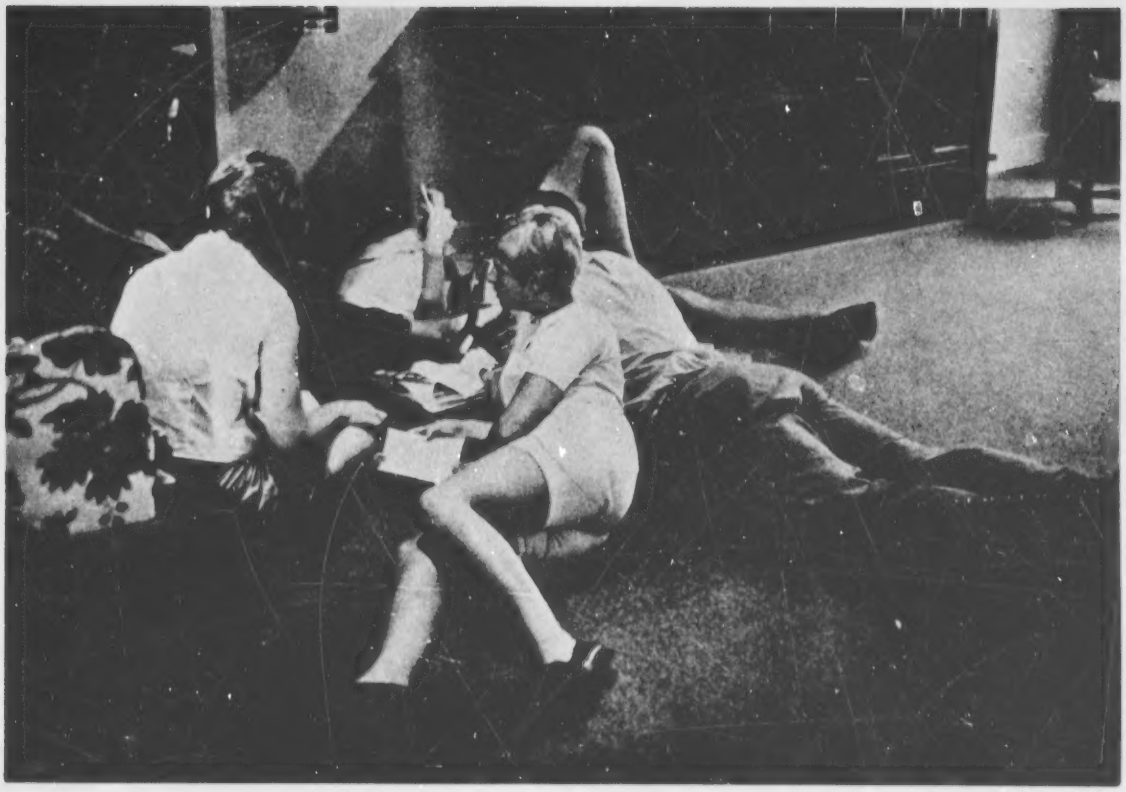
Recommendation 46. The Task Force recommends that newspaper surveys be conducted to determine what students, parents, and other citizens feel should be taught at the secondary level; and that, if the schools as they now exist are not the best forum for accomplishing what it is felt they should accomplish, community dialogues be set up on the local level to examine educational alternatives.

The most essential part of this recommendation is that of dialogue. Too often, schools call upon parents when students are in trouble, when a school bond is being considered, and/or when there is a crisis in the school. At the secondary level, there is limited dialogue between teachers and parents, or between the principal and parents. Yet parents could become very effective spokesmen for the school, if they were given an opportunity to participate in decision-making or in testing new programs within the school.

Recommendation 47. The Task Force recommends that an ongoing political-educational component be established to consider the nature and purpose of

secondary schools in North Carolina; and that the Superintendent of Public Instruction select from this group one person from each county to apprise legislators of proposed and existing programs for adolescents.

Recommendation 48. The Task Force recommends that an ongoing political-educational task force be established to facilitate dialogue, coordinate activities, and develop and implement plans to carry out programs of mutual benefit to the local community and school system.



Chapter 10
Financing Secondary Education in North Carolina

Substantive changes in the secondary schools in North Carolina will require parallel changes in the finance structure supporting these schools. While the Task Force has studied various curricular programs in terms of the resources supporting them, no attempt has been made to do a thorough study of the vast, complex structure for financing school operations generally. Serious studies have been made in past years, both in terms of specific changes in the financial structure and in the distribution systems used to fund particular programs in the schools. The most recent such study dealing with distribution was done by a committee of superintendents appointed by the State Board of Education in 1972. More detailed studies were conducted in 1968, 1959, and 1948. All of these studies stress the importance of local initiative, flexibility, and equality of funding. Program recommendations made by this Task Force would be more easily implemented if the recommendations in these fiscal studies were adopted.

The North Carolina system of public school finance was designed to revive destitute local systems which had experienced financial bankruptcy as a result of the depression of 1929. This system of finance has undergone many changes; but, a system designed to meet the crisis of the depression cannot be expected to provide for the emerging demands of the twenty-first century. Thus, the system of public school finance in North Carolina must be modernized before the secondary schools of this State can make the kinds of changes suggested by the Task Force. The present system of state-level staffing of local high schools is an inherent weakness. If our schools are to be responsive to the needs of the community and to the growing dimensions of effective education of children and youth, local boards of education must be allowed to staff their schools to serve the needs of the students being served.

The present methods of financing secondary (and elementary) school programs prohibit imaginative school programming at the local level. Local boards of education, school faculties and staff are limited in what they can do by the restrictive controls governing the use of state education funds. And since about 70 cents of every dollar spent in education in North Carolina is derived from state sources, the financing plan which is in effect continues to have a profound inhibiting effect on productive educational programs. Local school units are allowed virtually no freedom to utilize state funds in imaginative, and, perhaps, less expensive ways. The system of allocating state funds removes in large part the accountability of local boards of education, administrators, and teachers for program quality. Ineffectiveness and lack of creative change can be blamed on the "state system," rather than on more accountable local officials.

Fiscal support policies and practices may have greater impact on secondary school programs than any other single factor. More importantly, the possibilities for constructive and creative change in schools are controlled in large part by monetary policies and practices. If secondary education in North Carolina is to meet the challenge of educating all youth for the life and world that is and will continue to be theirs, the

constraints of traditional procedures in state fiscal support must be removed. Ways must be found for more adequate and effective support. Monetary policies must stimulate growth in excellence of educational opportunities rather than stifle it.

Provisions for Change

The finance system should provide for the following possibilities:

- allow differentiated staffing on an efficiency level based on job requirements
- permit contracting for instructional services when those services can be better and more economically provided by the corporate community
- allow a student to make use of community college/technical institute campuses, university campuses, and other public and private agencies while making use of his own high school campus
- provide programs for students with special needs
- permit students to enroll part-time in the high school
- provide more creative and dynamic alternate schools and programs

The Task Force realizes that a comprehensive secondary educational program will require increased investments by the citizens of North Carolina. The change, however, to a distribution system wherein greater flexibility for program funding and accountability results at the administrative unit level need not cost more. In fact, if the Task Force's recommendations on staffing are implemented, this should result in a savings of resources.

The Task Force makes the following general recommendations, realizing that effective planning and study involving local and state agencies must occur before specific steps are taken to change the structure:

Recommendation 49. The Task Force recommends that money be allocated instead of professional staff positions for the secondary schools; that this allocation be determined by a weighted student-unit which shall be based on a reasonable cost level of the type of program the student is pursuing, or on a weighted instructional-unit based on a reasonable cost level for the instructional-unit being provided; and that the State salary schedule be retained as one component of either suggestion.

Recommendation 50. The Task Force recommends that all monies to school districts be allocated on the basis of a weighted student-unit which shall be based on a reasonable cost level of the type of program the student is pursuing, or on a weighted instructional-unit which shall be based on a reasonable cost level of the instructional-unit being provided; and that money be allocated for instructional materials on a weighted student-unit basis which shall be based on reasonable cost requirements for the type of program pursued by the student.

Recommendation 51. The Task Force recommends that the State Agency initiate a careful study of a plan for equalizing the taxing ability level of each local school unit so that equal local effort will produce equal dollars in each school district.

Recommendation 52. The Task Force recommends, in the interest of better community understanding of school needs and efforts, that an up-to-date system of uniform budgeting for local administrative units be provided; that local boards of education prepare and make available to the public a complete budget showing details of resources from all sources, as well as plans for the use of all funds; and that such budgets contain sufficient information on the expenditure per student so that a citizen will be able to understand the financial structure supporting his child and his school.

Materials To Be Included

Before any transition in local financing is considered, the State Agency should counsel and work with each local education agency (LEA) in implementing the above recommendations. Provision should be made to furnish information relative to the following questions in a public report to be prepared and published locally by each LEA.

What is the total amount for current expenses vs. capital outlay? (Include the following in current expense: administration, instructional service, operation of plant, maintenance of plant, fixed charges, auxiliary services, textbooks, health clinics, recreation, driver education, and other appropriate items). What constitutes capital outlay?....How much of maintenance is contracted?....How much is done by staff members?.... Are bids sought for equipment and materials if prices for individual items exceed fifty dollars?....What percent of current expenses is used for instructional salaries (teachers, librarians, guidance counselors, classified principals, supervisors, vocational personnel)? For instructional supplies?....For textbook purchases?....For other items?

Is there a job description for each position paid from local funds?.... Is there valid justification for each position?....Is there a salary schedule for each position that is paid locally?....Is there a formula for allocating supplements paid from local funds?....Does the Board have a policy that governs decisions relative to the establishment of positions paid from local funds?....Is there justification for administrative expenditures at each central office level as compared with administrative expenditures in individual schools in the local administrative unit?....Is there an itemized listing of positions and categories supporting each line item in the budget?....Are these line items equitably distributed among schools and programs?....On what basis?

What percent of current budgetary expenses, other than salaries (either state allotted or local), is distributed to schools in comparison with that held at the central office?....What percent of budget other than salaries goes for instructional supplies?....Is each school given a budget breakdown of its share of local, state, and federal funds?....Is there one complete budget--local, state, federal--presented in sufficient detail so that one can understand how funds are being used and to what degree individual schools and specific programs are allocated funds?....What regulations are provided principals to assure that funds are spent on items for which they were designated?....Are there similar regulations for expenditure of funds at the central office level?....Does the budget reflect local program priorities?....Does it reflect planning and input from the local Board?.... From principals?....From staff members?....And most importantly, from the public to whom the schools belong?

Other Considerations

While the Task Force is interested in the total finance picture, its charge was to study secondary education. Its members support the suggestions of the Superintendents' Committee on Finance, which recommended that personnel be allocated in three classifications: one for administrative personnel, one for instructional and pupil personnel services, and one for support personnel. The Task Force, however, goes further and recommends that funds instead of positions be allotted in all three classifications, similar to the recommendation of the Superintendents' Committee on Finance with respect to support personnel.

To provide modern facilities, highly trained personnel, and the expensive support and administrative services and not provide adequate instructional materials and equipment is penny-wise and pound-foolish. The present level of support for instructional resources is totally inadequate, if students are to have the use of modern technology, media, and the new teaching/learning materials. While the State is currently allocating $8 per student for instructional materials other than textbooks, the current economic situation requires a minimum of $25 per student (1974 basis) to support a qualitative and effective teaching/learning program. Also, while some administrative units may be able to make up this difference with local funds, a vast majority of the secondary schools provide little beyond the $8 provided by the State. These schools are

staffed by teachers who are paid the same salaries as are those in the administrative units providing the $25 per student (1974 basis). These schools, in many cases, contain the students who most need an enriched school environment. While the amount of funds required to equalize this part of the secondary school program is relatively small, this investment would bring positive change to secondary schools.

Recommendation 53. The Task Force recommends that consideration be given to the allocation of sufficient instructional resources to provide adequate programs and services for the modern secondary school.

The perception of education as a total community task and the growing acceptance of alternative programs, extended day programs, and the like make untenable the continuation of arbitrary attendance requirements. All too frequently such requirements force students to drop out of school even against their own wishes as much as those of their families. Incorporating a provision for enrollment credits on a full-time equivalency, local boards of education should have the authority to identify those activities for which credit will be given.

Recommendation 54. The Task Force recommends that all funding of secondary schools be based on a full-time equivalency formula; and that no student be counted more than once in determining full-time equivalency.

Categorical aid programs funded from federal and State resources have become a vital part of public secondary schools in North Carolina. The policies and regulations accompanying categorical aid, however, often hinder local administrative units as local officials attempt to develop comprehensive programs. The emphasis should be on total program funding. Though categorical aid probably will continue to be reflected in financial accounting, it should not result in separation in programs.

Recommendation 55. The Task Force recommends that categorical funding be minimized wherever possible; that local matching requirements be based on ability to contribute and on a total program basis rather than by categories; and that every effort be made by the State Agency, in its leadership role, to move from a line item, categorical aid distribution formula to a program funding formula.

The Task Force supports a total cost coverage plan. Since any valid educational program is a legitimate cost item, continuation of student fees is untenable. The present fee system denies many students the type of quality education they desire and need. Moreover, the basic principle involved is not defensible. The school exists to serve the needs, interests, and aspirations of all students; and an admission charge to certain courses and offerings and no such charge to others subverts the entire counseling, and program-planning concept.

Recommendation 56. The Task Force recommends that the suggested financial structure include provisions for funding all legitimate educational experiences and activities; and that student fees be eliminated in every local administrative unit.

The Task Force has expressed its belief in flexibility, individualization, and responsibility as characteristics of a sound, responsive secondary school. If these qualities are to prevail in the secondary schools, the funding structure must permit differentiated staffing, contracting for instructional services, and flexible organizational structures. While the Task Force recommends that the current state salary schedule be maintained, its members believe that financial recognition must be given to job requirements and degrees of responsibility.

Recommendation 57. The Task Force recommends that local boards of education be given authority to compensate personnel beyond the current state salary schedule for leadership responsibility.

Conclusion

The Task Force shares the belief of the Superintendents' Committee on Finance expressed in its report: "The Committee believes that with more flexibility in the use of resources, and with greater equity in their allocation, the climate for creativity should be greatly enhanced. The Committee further believes that along with these expanded choices, the local administrative unit has a corresponding commitment to responsibility and accountability." Equity, flexibility, creativity, responsibility, and accountability are qualities which must characterize the finance system supporting a revitalized secondary educational program.

Chapter 11
Facilities for Adolescents

The Task Force has expressed its concern for secondary schools characterized by flexibility in organization and structure, by choices and responsibilities for students, by diversity in offerings, by experiences and activities, and by individualization in approach. Because many of these qualities can be built into any high school in North Carolina, the availability of facilities which lend themselves to program changes increases the probability that such variety and diversity will occur. Facilities should enhance the objectives of the educational program; moreover, designs and plans for facilities should grow out of the plans and developments for the educational program. Facility planning for secondary schools should be coordinated with total development of the community.

In November 1973, the citizens of North Carolina approved a statewide bond referendum for $300,000,000. According to estimates, this referendum should generate approximately $1,200,000,000 in school construction during the next 10 years. The commitment made through this and other referenda and through support of the Community College program provides the opportunity for developing educational facilities with maximum potential for all citizens. To accomplish this, a high degree of coordination must be promoted among the various levels of public education.

Recommendation 58. The Task Force recommends that the State Agency furnish leadership in creating the mechanism to assure to the fullest extent possible that all educational facilities are planned, built, and utilized for all the citizens of the State.

Secondary educational programs must utilize the total community resources if the needs of every young citizen are to be met. While new facilities for high schools must be comprehensive, those responsible for planning can make serious mistakes if they fail to take into consideration the availability of other educational facilities, both public and private, as plans for new secondary schools are made. No single facility can house a comprehensive program as described in this report; in fact, some of the needed facilities for highly specialized programs, and programs for small numbers of students cannot be justified because of cost. If total community facilities are available, the need for such specialized facilities can be kept to a minimum.

Recommendation 59. The Task Force recommends that every master plan for a new secondary facility contain specific plans for the use of other public and private facilities in housing and servicing a comprehensive program.

This recommendation, if implemented, will result in broader planning and utilization of community resources. Occupational training, avocational pursuits, recreation, personal development, and community life in general are part of the dream of the Task Force. The costs of building construction prohibit the investing of large sums in any public facility that is to be used only a portion of the time.

Recommendation 60. The Task Force recommends that every local board of education be required to keep a current inventory of all public and private facilities available; that the State Agency furnish leadership training for local officials in fulfilling this responsibility; and that county commissioners, local boards of education, and business and industrial personnel be involved in an on-going, organized effort to make community facilities available for educational purposes.

At the same time, the modern secondary school must make its facilities available to all citizens. The secondary school of the future must, in reality, become a community school.

Recommendation 61. The Task Force recommends that every new secondary school be planned for total community use; that its facilities be coordinated with recreation, continuing education, and all other efforts of the community.

The Task Force realizes that this concept of total community involvement, as well as the concept of community schools, no doubt conflicts with the interests of groups responsible for recreation, adult education, youth organizations, and other special interest groups. The citizens of North Carolina, it is felt, believe in this concept, that they desire it be a part of their community services, and that they are ready to support such a comprehensive approach to total education. The State's limited resources will not be sufficient to provide excellence for all citizens in any other way.

Recommendation 62. The Task Force recommends that the State Agency assume the initiative in developing criteria and specifications for total community facilities; that all facilities and resources furnished by the State for any building program support this concept; and that no plans for construction of school facilities be approved until such provisions are included in the plans.

North Carolina has invested heavily in education. The State provides some of the most adequate secondary buildings to be found anywhere; yet, thousands of students still attend school in sub-standard facilities. With encouraging success, the needs of higher education and the community colleges are being met. The Task Force is convinced that a serious prob-

lem still exists, however, with regard to secondary school facilities. This problem will continue to exist until action is taken for guaranteeing for all students safe, sanitary facilities--unlike those still in use in many communities.

Recommendation 63. The Task Force recommends that the State Agency implement a state-wide information program for all citizens relative to the urgent need for improved facilities; that specific goals be established whereby within 10 to 15 years all students will be provided the opportunity to attend school in facilities which are adequate and comprehensive.

The Task Force is mindful of the fact that communities vary widely in their financial ability to provide funds for capital outlay. A part of the solution for this situation must come from a reorganization of the financial structure. It is not sufficient for the State to furnish current expense funds and expect facilities to be provided by local government. The fact that three state-wide bond issues have been provided within the past 30 years is evidence of this inadequacy. It is neither economically efficient nor humanly fair to distribute State funds on the basis of average daily membership; through such distribution, students in poor communities continue to attend school in unsafe, inadequate facilities. The Task Force is convinced that state leadership can find a fair and equitable way to solve this problem, if priority is placed upon it.

Recommendation 64. The Task Force recommends that the State Agency and local groups interested in education assume leadership in modifying laws and financial structures; and that the State also assume a continuing responsibility, in cooperation with local government, for providing adequate facilities throughout the State, which would make possible the offering of comprehensive programs for all secondary school students.

Flexibility is currently a major concept in facility planning. Rather than describing flexible facilities, the Task Force strongly endorses this concept, which, if implemented, will provide maximum alternatives. The concept of flexibility is equally appropriate when applied to the efforts of communities in making maximum use of all their facilities for education; community colleges, public buildings, private buildings, churches, YMCA's, and the like are community facilities which should be made available to secondary students as well as to all other citizens.

Recommendation 65. The Task Force recommends that every educational facility be used by the community on a full-time basis; that immediate steps be taken at state and local levels to include the concept of year-round use of secondary schools in the expansion of instructional programs, in planning new facilities, and in making budgets.

Conclusion

While the Task Force recognizes the need for financial resources to implement the educational programs of the State Agency, it is also aware that many programs may be implemented or improved without additional funds. The Task Force strongly encourages that all educational facilities and programs be utilized in order to avoid duplication of programs and facilities. Though the main purpose of the Task Force is to give direction for the improvement of the schools--thereby aiding all students--it is very much aware of the citizens who must pay the bills.

Chapter 12
Highlights of the Report

The basic problems of education today are much the same as those in society; and the school is traditionally an accurate reflection of these.

The School, An Agent for Social Change: Challenge and Difficulties

To a large degree, society has decided to use the school as a major instrument for social change. This decision seldom has been premeditated; instead, it has been the result of many evolutionary decisions by the people and their government. Often without preparation and without inclusion in the planning, many educators have reacted unfavorably to the concept of social changes which have been thrust upon them. This is only natural, since the concept is so controversial.

Yet, in spite of this condition, a recent national survey by the Kettering Foundation indicated that teachers as much as parents have significant influence upon youth. This concensus places upon schools and upon educators the awesome responsibility of continuing, sometimes changing, emphasis on goals and on values. The difficulty in effecting this responsibility is apparent when one realizes that educators, in general, have not been trained in the areas of a technological society--economics, raw materials, world geography, instant communication, and international relationships among others. Nevertheless, society continues, with too much insistence, to regard the school as the only center of expertise in practically all aspects of modern living.

Need for Community Cooperation

As constituted, the modern secondary school cannot perform this role alone; other agencies, organizations, and institutions must assist in the realization of this goal. And, in each instance, specific roles must be defined, and common understandings developed. Extremely significant, of course, is the necessity for utilizing all resources in the total community. The role of the school, and especially that of the teacher, will become that of a coordinator or supervisor of learning experiences rather than a dispenser of encyclopedic information.

Many believe that the secondary school has deteriorated during recent decades, because of reasons other than stress on social change: The increasing demands made upon the school; inadequate resources; selection of personnel based on availability rather than on needed qualifications; lack of creativity and imagination among educators and lay citizens responsible for education; apprehension relative to change; apathy among far too many community personnel; ineffective communication between and among community and school groups; the absence of desirable skills in management, planning, and decision-making; and the absence of input from many representative groups within the community, including that of students. In addition, educators in a number of communities have isolated themselves from other leaders and potential leaders by their assumption that they and they alone are capable of improving the schools.

Secondary education is the responsibility of the total community--educators and non-educators alike. Each group has much to offer students and to each other; and, when coordinated efforts between the two are emphasized, it is likely that bonds of cooperation will result in improved educational opportunities for the entire community. The key to such success is the involvement of the total community and utilization of all its resources.

Humanizing the School

Students learn best when the characteristics which make them human beings are recognized and acted upon. Nothing is more important than their being respected and accepted. Basically, education is people business; and somehow education must be human and humane. The Task Force believes that the student-centered school can be simultaneously knowledge-centered and feeling-centered; and that humanizing education can become a way of life, that it can become the norm, the natural approach to learning, as well as an all-pervasive philosophy.

Humanizing education implies the constant searching for an understanding of the truth about individuals--their total beings, not some single, isolated aspect of their beings--in order to relate to them. It should be remembered that this search for truth is in harmony with the scientific method; and that, at the same time, it has major overtones of humanness which tend to give real purpose to all that teachers undertake. Formal education, minus these overtones, has little possibility of coming to grips with the task of meeting the needs of developing total personalities. Someone has described the humanization of education as the long accretion of many subtle influences, most of them emanating from the teacher, which somehow get woven into the entire curriculum. All of this implies that each teacher has the responsibility of assuming certain guidance responsibilities; moreover, all advocates must understand and possess a special affinity for youth.

Relevancy of Courses

All educational experiences should have meaning for secondary school youth, and this includes basic courses which might be mandated. Teachers themselves must know why specific areas are required and why certain options are desirable; and, equally important, they must know how to communicate this information to students so that they, too, will understand. This applies to liberal arts courses and experiences as well as to those related to the practical arts. Because there are occupational overtones to practically all learning experiences, teachers should be prepared to assist students in recognizing these.

Much that is concerned with the relevancy of courses is related to teaching techniques, the student's abilities to work independently, to plan, to make decision, and to accept responsibility.

When teachers verbalize what they consider most relevant about specific subjects, and when students describe their reasons for desiring certain courses, these efforts will result in a mutual understanding.

The Task Force is convinced that the State Agency can make a real contribution in this area by extending its efforts in assisting local units in the preparation and up-dating of curriculum guides.

New Programs Through Research and Development

The Task Force is committed to the belief that change is essential if secondary schools are to meet the needs of youth. At the same time, its members believe that change must take place in such a way as not to jeopardize a student's ongoing progress.

The Task Force believes that a system of experimental schools, located in key areas of the State, whenever possible with voluntary attendance and with parental permission, might be a positive step in effecting orderly change. Such schools might become models which other schools could emulate in appropriate ways. Information from such experimentation should be valuable to legislators as they contemplate the feasibility of funding changes which seem desirable. Basic to all change in the State's secondary schools is the fact that change should be evolutionary, based on need, sound planning, and likelihood of success.

Needed Improvement in Finance

The Task Force is convinced that major improvements in secondary education, to a great extent, are dependent upon a restructuring of educational finance. Members of the Task Force feel that the method of financing public education in North Carolina should be modified to the extent that local districts have more flexibility in meeting the special needs of their communities. The present method of financing has the effect of allowing school boards and administrators to by-pass responsibility rather than to make difficult decisions on their own. It is not the intent of this proposal to emphasize local control to the point that desirable state-wide continuity is destroyed; for in a mobile society it is essential that there be some uniformity among school districts. The main intent of this suggestion is to make local school governing groups more accountable to citizens of their respective communities. A by-product would be to de-emphasize the "Raleigh won't allow" syndrome.

A Final Statement

It is the hope of the Task Force that this report and its specific recommendations will be carefully reviewed and that it will serve as a guide for debate across the State. Likewise, it is hoped that all feasible recommendations will be met with approval in every administrative unit and that specific and positive action will be initiated immediately.

It is recognized that this study is not a comprehensive nor a complete one: it does not cover all aspects of secondary education. It is suggested that a comparable task force periodically appraise the high schools of the State in light of their continuing progress, and that recommendations for pertinent modifications be made as they are recognized. In this way it is possible for change to be orderly and for teaching-learning experiences to have more and more personal meaning.

Appendix A
Membership of the Task Force on Secondary Education

In order to achieve broad and diverse views on secondary education, the Superintendent of Public Instruction appointed to the Task Force school administrators, teachers, students, businessmen, legislators, school board members, and various other professional personnel. In addition to the members of the Task Force, more than one thousand other individuals were involved through interviews and surveys.

Miss Patricia A. Andrews, Teacher
Weldon High School

Miss Becky Barnhill, Student
Sanderson High School

James Belle, Student
Union Pines High School

Dr. John Blackburn, Chancellor
Duke University

Senator Willard J. Blanchard
Salemburg, North Carolina

Geoffrey Bland, Student
Sanderson High School

Joseph R. Brooks, Director
Secondary Education
Greensboro City Schools

Mrs. F. B. Bryant, Member
Board of Education
Rocky Mount City Schools

Wayne A. Corpening
Vice President
Wachovia Bank and Trust Company

Mrs. Anna Bland Fisher, Member
Vocational Advisory Council

Mrs. Imogene Freeman, Coordinator
for Exceptional Children
Goldsboro High School-East

Shepherd Grist, Principal
P. S. Jones Junior High School

Dr. Robert C. Hanes, Superintendent
Chapel Hill-Carrboro Schools

Mrs. Margaret A. Harris, Attorney
Greensboro

Andrew P. Haywood, Principal
Independence High School

Representative Patricia S. Hunt
Chapel Hill

R. O. Jackson, Principal
Alexander Central High School

Howard N. Lee
Director of Human Development
Duke Medical Center

Miss DeNita Lewis, Student
Vance Senior High School

Representative H. M. Michaux, Jr.
Durham

Samuel Mitchell
General Employment Supervisor
Southern Bell Tel. & Tel.

Mrs. Helen Roach
Mutual Savings and Loan Association

Representative Benjamin D. Schwartz
Wilmington

Christopher Scott
AFL-CIO of North Carolina

Robert Scott
Executive Vice President
N. C. Agri-Business Council

Mrs. Mildred Strickland, Member
State Board of Education

Dr. Charles H. Weaver, Superintendent
Burke County Schools

Dr. Ron Tuttle
College of Education
Appalachian State University

Co-Chairmen

Mrs. Iris Hunsinger, Assistant Principal
for Instruction, Smith Senior High School
Greensboro

Brooks Whitehurst, Superintendent of
Technical Services, Texas gulf, Incorporated
Aurora

Appendix B
Consultants for the Task Force on Secondary Education

Resource personnel for the Task Force on Secondary Education included consultants in areas pertaining to youth development, the Citizens Advisory Committee of the Moore County Schools, certain staff members of the innovative Freedom High School in Burke County, and selected students from a Charlotte-Mecklenburg high school. Personnel in the area of Program Services assisted at various stages in the development of this Report. Members of the Superintendent's Task Force on Secondary Education appreciate the valuable contributions made by all those who shared their time and their ideas.

Those who made presentations at one or more of the meetings of the Task Force include:

Dr. George Barbour, Coordinator of the Public School Program
for the Sand Hills Mental Health Clinic
Pinehurst, North Carolina

Dr. Lenore Behar, Director of the Division of Children's Services
North Carolina Department of Mental Health
Raleigh, North Carolina

Stephen Bernholtz, Attorney-at-Law
Chapel Hill, North Carolina

Dr. George Blair, Director
North Carolina Educational Television
Chapel Hill, North Carolina

David Bruton, M.D., Member
Moore County Board of Education
Carthage, North Carolina

Dr. Steve Frankel
Career Education Project
National Institute of Education
Washington, D. C.

Mrs. Kate Garner, President
Southern Family Life Council
Greensboro, North Carolina

Dr. Willis Hawley
Institute for Policy Science and Public Affairs
Duke University
Durham, North Carolina

Dr. George Land, Chairman
Turtle Bay Institute, Incorporated
New York, New York

Howard Maniloff, Special Assistant
to the Superintendent of Schools
Charlotte, North Carolina

Dr. William C. Self
School of Education
University of North Carolina
Chapel Hill, North Carolina

Ray Shurling, Director
Division of Fiscal Research
Legislative Services Commission
Raleigh, North Carolina

Ms. Myrtle Stogner, Teacher
Richmond County Schools
Rockingham, North Carolina

Consultants on a continuing basis were:

Dr. Robert Pittillo

Dr. Richard Ray

Miss Adele Richardson

- Ms. Henri Fisher, Division for Exceptional Children; and William Spooner, Division of Science, were assigned to the Commission as full-time liaison persons from the State Agency.

- Dr. Vester M. Mulholland was editor of the Report.

Appendix C
Log of Meetings and Their Chief Concerns

April 3, 4, 5

- Organization of Task Force
- Mandate from State Superintendent
- Discussions:-
  - Brief History of Secondary Education
  - Today's Teenagers: What is good for the total development of the adolescent? What is detrimental?
  - Trends in Secondary Education
- Sub-group discussions
  - What is right and what is wrong with our high schools?
- Decision concerning three areas of study:
  - The Adolescent in Society
  - The Status of Secondary Education in North Carolina--Successes and Limitations
  - The Secondary School of the Future--What Schools Can Become

April 11, 12

- Emphasis through panels and total group reaction on the adolescent in relation to:
  - Family
  - The economic system
  - Politics
  - Communications
  - Information systems
  - Personal development
  - Social developments
  - Technological developments

April 18, 19

- Emphasis on the adolescent and the public school: success and failures
- Four panel presentations
- Sub-group meetings for reaction

. First consideration of recommendations

April 24, 25, 26

. Emphasis: The School of the Future

. Discussions on:

- How can North Carolina public high schools serve the present and future needs of adolescents?
- How can the secondary school extend itself more fully into the total life of the community?
- What must the secondary school program become to be more relevant to the needs of youth?
- What are the barriers to improving the high schools of North Carolina?

May 1, 2, 3

. Work sessions: three sub-groups

. Presentation of recommendations to total group, along with rationale for recommendations

. Reaction of total Task Force to each recommendation

. Agreement to consolidate kindred recommendations, eliminate overlapping areas, and prepare tentative report

May 20, 21

. Consideration of first tentative draft of report

. Approval of major recommendations and suggestions for refinement of report

. Appointment of sub-committee for final editing of report

June 1

. Sub-committee's first meeting with editor for purpose of refining report

June 15

. Sub-committee's meeting with editor for continuing refinement of report

June 27

- Consideration of current draft of report by the total Task Force
- Opportunities to present minority opinions
- Presentation of report to the State Superintendent of Public Instruction

Appendix D
Minority Reactions

Comment Regarding Recommendation 41

We feel that a one-year internship program before certification of a teacher is essential but that the implementation of this requirement is complicated and that a more general recommendation should be made by this Task Force. To this end:

> The Task Force recommends that before becoming certified, a prospective teacher should receive a college degree and experience the minimum of a successful one-year teaching intern program with pay.

Patricia S. Hunt

R. O. Jackson

Margaret A. Harris

Christopher Scott

P. A. Andrews

Comment Regarding Recommendation 44

For no other Recommendation did the Task Force list specific concepts for inclusion. We fear that those listed will be considered as "The Bill of Rights" without further study. We doubt that sufficient time and input from appropriate individuals and groups have gone into the formulation of these stated concepts.

Willard J. Blanchard

B. D. Schwartz

Bibliography

Articles:

Berger, Brigitte. "'People Work'--The Youth Culture and the Labor Market," THE PUBLIC INTEREST 35:55-66, Spring 1974.

Bronfenbrenner, Urie. "How Will We Raise Our Children in the Year 2000?" SATURDAY REVIEW 1:32, February 10, 1973.

Bruner, Jerome. "Continuity of Learning," SATURDAY REVIEW 1:2+, February 10, 1973.

"Profile of a High School (John Adams High School, Portland, Oregon)," Special section. PHI DELTA KAPPAN 513-530, May 1971.

"Secondary Education in an Environment of Change," NASSP BULLETIN 53:Entire issue, May 1969.

Pamphlets:

Coleman, James. YOUTH; TRANSITION TO ADULTHOOD. (Report of the Panel on Youth of the President's Science Advisory Committee) Washington, D. C.: U. S. Government Printing Office, June 1973.

Elam, Stanley, Ed. THE GALLUP POLLS OF ATTITUDES TOWARD EDUCATION, 1969-73. Bloomington, Indiana: Phi Delta Kappa, Inc., 1973.

THE GENERATION OF MULTIUNIT SCHOOL INSTRUCTIONAL ORGANIZATIONAL MODELS FOR SECONDARY SCHOOLS. Madison, Wisconsin: University of Wisconsin, Center for Cognitive Learning, 1974.

Janne, Henri and Geminard, Lucien. THE EDUCATIONAL NEEDS OF THE 16-19 AGE GROUP. Strasbourg, France: Council for Cultural Cooperation, 1973.

THE SCHOOL AS A CENTER FOR EDUCATIONAL CHANGE. Portland, Oregon: John Adams High School, 1970.

Schwartz, Robert B. CURRICULUM BULLETIN: THE CLINICAL SCHOOL PROGRAM. Eugene, Oregon: University of Oregon, 1967.

Stanavage, John A. AMERICAN SECONDARY EDUCATION, 1972. Akron, Ohio: Ohio Association of Secondary School Principals, 1972.

Stemnock, Suzanne K. ALTERNATIVE HIGH SCHOOLS: SOME PIONEER PROGRAMS. Arlington, Virginia: Educational Research Service, 1972.

Watson, Douglas. ALTERNATIVE SCHOOLS: PIONEERING DISTRICTS CREATE OPTIONS FOR STUDENTS. Washington, D. C.: National School Public Relations Association, 1972.

Books:

Bailey, Stephen K. and others. ALTERNATIVE PATHS TO THE HIGH SCHOOL DIPLOMA.

Syracuse, New York: The Policy Institute: Syracuse University Research Corporation, 1973.

Bronfenbrenner, Urie. TWO WORLDS OF CHILDHOOD: U. S. AND U. S. S. R. New York: Pocket Books, 1973.

Coleman, James S. EQUALITY OF EDUCATIONAL OPPORTUNITY (The Coleman Report). Washington, D. C.: U. S. Government Printing Office, 1966. Also SUMMARY.

Comprehensive School Improvement Program. A FOUNDATION GOES TO SCHOOL. New York: Ford Foundation, 1972.

Cox, Donald William. THE CITY AS A SCHOOLHOUSE (Parkway Program). Valley Forge, Pennsylvania: Judson Press, 1972.

Davis, Maxine. THE LOST GENERATION: A PORTRAIT OF AMERICAN YOUTH TODAY. New York: Macmillan, 1936.

Eurich, Alvin C. HIGH SCHOOL 1980. New York: Pitman, 1970.

FREEDOM, BUREAUCRACY, AND SCHOOLING. Washington, D. C.: Association for Supervision and Curriculum Development, 1971. (1971 ASCD Yearbook)

Gardner, John. IN COMMON CAUSE. New York: W. W. Norton, 1973.

Glasser, William. SCHOOLS WITHOUT FAILURE. New York: Harper & Row, 1969.

Greer, Colin. THE GREAT SCHOOL LEGEND. New York: Basic Books, 1972.

Gross, Ronald and Osterman, Paul. HIGH SCHOOL. New York: Simon and Schuster, 1971.

Hamilton, Norman K. and Saylor, J. Galen, Eds. HUMANIZING THE SECONDARY SCHOOL. Washington, D. C.: Association for Supervision and Curriculum Development, NEA, 1969.

Heath, Douglas H. HUMANIZING SCHOOLS: NEW DIRECTIONS, NEW DECISIONS. New York: Hayden Book Co., Inc., 1971.

Jencks, Christopher, and others. INEQUALITY: A REASSESSMENT OF THE EFFECT OF FAMILY AND SCHOOLING IN AMERICA. New York: Basic Books, 1972.

Mosteller, Frederick and Moynihan, Daniel P. ON EQUALITY OF EDUCATIONAL OPPORTUNITY. New York: Vintage, 1972.

THE REPORT OF THE GOVERNOR'S STUDY COMMISSION ON THE PUBLIC SCHOOL SYSTEM OF NORTH CAROLINA. Raleigh, N. C.: The Governor's Office, 1968.

Ritterbush, Phillip C. DOCUMENTING CHANGE IN THE INSTITUTIONS OF KNOWLEDGE. Washington, D. C.: Acropolis Books, Ltd., 1972.

Saxe, Richard W. OPENING THE SCHOOLS. Berkeley, California: McCutchan Publishing Co., 1972.

Books: (Continued)

Silberman, Charles E. CRISIS IN THE CLASSROOM: THE REMAKING OF AMERICAN EDUCATION. New York: Random House, 1970.

Toffler, Alvin. LEARNING FOR TOMORROW: THE ROLE OF THE FUTURE IN EDUCATION. New York: Random House, 1974.

Trump, J. Lloyd and Miller, Delmas F. SECONDARY SCHOOL CURRICULUM IMPROVEMENT, Boston: Allyn and Bacon, 1973.

National Commission on Reform of Secondary Education. THE REFORM OF SECONDARY EDUCATION: A Report to the Public and the Profession (The Kettering Report). New York: McGraw Hill Book Co., 1973.